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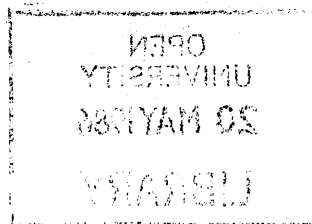
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THE DEVELOPMENT OF COMMUNITY EDUCATION

AND

STAFF DEVELOPMENT WITHIN L.E.A. ORGANISATIONAL UNITS



by

Arthur A. Ringrose

Thesis submitted for the degree of
Master of Philosophy

March 1985

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ORGANISATIONAL UNITS

Author: Arthur A. Ringrose

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AND STAFF DEVELOPMENT WITHIN L.E.A.
ORGANISATIONAL UNITS

Author: Arthur A. Ringrose

The above work submitted by me for the degree of Master of Philosophy has not previously been submitted for a degree or other qualification in this or any other institution and is not concurrently being so submitted.

The work is entirely the result of my own investigation except where I have eclectically chosen to make quotations in my review of the literature in this field and acknowledged such quotations.

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26th March 1985

OPEN UNIVERSITY HIGHER DEGREE THESIS

Title: The Development of Community Education and Staff Development within L.E.A. Organisational Units

ABSTRACT

The author draws upon his fundamental beliefs of developing human potential, the value of every individual and a Gestalt perception of community being more than the sum of its parts. Henry Morris held similar beliefs in his vision of Community Education to be developed through 'village colleges' in Cambridgeshire more than sixty years ago. The author asserts that our traditional closed mechanistic educational system is fundamentally flawed for the development of Community Education and change is needed towards a more open organic system in which the focus is upon people and how they as participants define their own educational needs and aspirations.

Through an analysis of the development of Community Education and its characteristics the author identifies as a key issue the tension between the community democratically organising its own curriculum and resources and the professionally dominated provision of education. The author draws attention to the need for L.E.A.s to develop a strategy based upon a participative partnership between 'community' and 'professionals' which devolves power to local organisational units of management controlling curriculum and resources and shifts the emphasis of staff development and training from being focussed on professionals towards everyone involved in the management process.

Through a holistic approach of 'unit training' staff development and training is proposed as both the agent and catalyst of change needed in the concepts and attitudes of those involved which will recognise new educational approaches enabling personal development, re-define ways and priorities of learning and help people make more effective contributions to a changing society.

The author has researched the literature and synthesised findings with his own research and practical experience, eclectically choosing from different philosophies to support his argument. The strategy evolved is related to current developments in Oxfordshire where the author is a L.E.A. adviser for Community Education.

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INTRODUCTION(i) THE VISION OF HENRY MORRIS

'Our species, in solving the problem of poverty and overwork, is moving forward to a more difficult and perilous stage in its history Universal comfort with large margins of free time is the next great problem of homo sapiens. The human house will then indeed be swept and garnished for a fresh fate. The solution of our economic problems awaits no longer so much on knowledge as on an effort of political will and administration. Words cannot do justice to the urgency and wisdom of thinking out now new institutions to enable communities to face this new situation'. ^(Morris, 1924) Henry Morris, Chief Education Officer of Cambridgeshire is well known for his development of village colleges in that county but deserves to be recognised for his great vision of the role of community education in society today. The message of Henry Morris is one to be heard and delivered as intensely today as he himself delivered it in the 1920s and 1930s. He had that kind of vision without which 'the people perish' and which is part of the process he used to describe by quoting O'Shaughnessy's 'Each age is a dream that is dying and one that is coming to birth.' The vision was one of reforming the whole pattern of state education by conceiving it as a great series of batteries, each cell of which was based on and charged by its own local community, each providing a continuous rich experience extending from birth to death. Morris insisted that we needed new

institutions for this process which would offer the community a huge extension of education and he explained what he meant by this: 'I do not mean merely the extension of formal education by instruction and discourse. We are so ridden by departmental views of education, so prone to look upon education as a parenthesis in the human adventure, that in thinking about education we think too much in terms of the school.' At the same time he felt 'We cannot acquiesce in a secular education, meaning by that an education which is utilitarian . . . which concerns itself merely with efficiency and which does not concern itself and shape the activities, hopes and fears of adult life It is the life the adult will lead the working philosophy by which he will live, the politics of the community which he will serve in his maturity that should be the main concern of education.'^(Morris 1924) Thus for Morris the extension of education meant not only an extension of the meaning of the word, it meant an extension of the opportunities it offered, opportunities to pursue the good life, opportunities to develop talents, to explore interests, to contribute socially, materially and politically to the local community or to the wider society. Thus the wageless, and the retired, the often forgotten minorities as well as the mainstream and more affluent majority would find themselves involved in a multifaceted institution^{in/} which each individual would feel themselves significant, both in their own eyes and in the eyes of society. At the same time through democratic control of the institution a certain social cohesiveness would be attained. The institution which he saw each community providing for itself would not only be a training ground for the art of living but the place in which life is lived -

which men and women and children of the community would call their own and govern as their own. 'In medieval Europe a common organisation for communal living was made possible by a system of common values and beliefs. In our time, that element of unity in the life of a society . . . will be attained by the organisation of communities around their educational institutions. Every local community would become an educational society'.^(Morris, 1924) Under such conditions public education becomes the organised attempt of the local community to secure for all its members the best kind of life in all directions: there need be no department of life in which the constructive energy of education could not be brought to bear. The didactic conception of education, as having to do mainly with instruction and discourse, would gradually break down, so that, by associating the economic, political and re-creative side of adult life with education the word would receive a new content - so that in local communities, education would not be 'merely a consequence of good government but good government a consequence of education'.^(Morris, 1924) Morris believed that education was committed 'to the view that the ideal order and actual order can be made one!' and this was the business of education. His ideal way was that there should 'be a grouping and co-ordination of all education and social agencies, whether statutory or voluntary which now exist in isolation in the countryside, an amalgamation which while preserving the individuality and function of each, will assemble them into a whole and make possible their expression for the first time in a new institution, single but many sided'. (Morris, 1924).

Henry Morris's famous Memorandum, published after only a year of his appointment in 1923, is considered to be the seminal document on community education in Britain. As a chief education officer he was exceptional in his inspiration of an educational movement that has been of lasting national significance. The Memorandum was an expertly crafted document that argued for a totally new approach towards rural education and those areas of welfare provision that were within the remit of the local authority, both in Cambridgeshire and nationally, in order that they might positively contribute towards the economic and social regeneration of the declining rural areas. To help reverse the long-term trend of rural de-population, of which poor educational provision was widely seen a contributing factor, Morris proposed the creation of a network of purpose built village colleges based on secondary schools but physically incorporating and linking the feeder primary schools. These colleges would, in addition to offering school pupils a more 'relevant' curriculum, make available to the host community an educational, cultural and welfare resource embracing such services and facilities as libraries, health centres, theatres, sporting and recreational provision at a standard previously inaccessible through isolation and/or poverty to the overwhelming majority of the rural population. According to Morris the college would become the epicentre of the community giving after a time both cohesion and leadership to a social grouping that was in danger of losing its sense of purpose and common identity. The village college

proposed by Morris would become the organisational institution capable of making his educational vision a reality.

(ii) THE CONTEXT OF COMMUNITY EDUCATION

Community Education is not a new concept, it goes back to Plato, and has been pursued in most countries over a long period of time. In Europe we have the long established Danish Folk High Schools, the French 'education permanente' and the German Volksbildung (people formation, culture, education) while in America the concept of a community school stemmed from the writings of John Dewey at the University of Chicago. In this country early attempts can be traced in the ideals of monastic and church foundations. During the 19th Century many adult education movements in this country were self governing bodies interested in educational and social improvement but it is perhaps in the impressive breadth of vision of the 1919 Adult Education Committee Report that the main development stems. The main propositions of the Report were concerned with the development of the individual in relationship to the community and with fitting him for life in that community as an active participant. In the 1920s 'educational settlements' were founded to meet educational and social needs and there was also a great deal of growth by community associations on new housing estates. One of the earliest authorities to make provision for community education was Cambridgeshire with its first village college opened at Sawston in 1930 following acceptance of Morris's proposals in his famous 1925 Memorandum. Others followed and although in some respects they fell short of the high ideal envisaged

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by Morris they were a limited success and led to the idea being taken up by other county authorities in post-war years. During the war years, 1939-45, local education authorities began to provide a much wider range in their educational provision and there was a flood of government documents concerned with community education. Circular 1486 in 1940 gave the opportunity for a 'Service of Youth' and this was followed by such promising documents as 'Education after the War' (1941), 'Education Reconstruction' (1943), the Red Book on 'Community Centres' (1944), the Education Act (1944), 'Youths Opportunity' (1945) and 'Further Education' (1947). There were plenty of ideas but little money to implement them. It is remarkable that in such an economical climate as that of the post-war years the idealism for community education should have grown as much as it did. In Leicestershire, Stewart Mason, Director of Education, in 1949 in a memorandum to the education committee drew upon his experience as an H.M.I. in Cambridgeshire and upon the opportunities given by the 1944 Education Act to say that it was the job of the local authority to create the opportunity for community education as the meeting point of community with educational opportunity. This led to the establishment of community colleges. Other local authorities such as Cumberland, Monmouthshire, Nottinghamshire, Devon, Coventry, West Sussex, Northumberland, West Riding of Yorkshire and Hampshire now provide many examples of other variants on the Morris village college idea.

(iii) EDUCATION AND POLITICS

It is interesting to note the relationship between economic circumstances of the nation and community education during its slow development over the last sixty years. Morris published his ideas and Cambridgeshire started village colleges in the 'depression years' of the late 1920s and early 1930s. Mason started his community colleges in Leicestershire in the 'austerity years' of the early 1950s. Much of the current development in a similar time of economic difficulty stems from Circular 2/70 issued in 1970 by the Department of Education and Science. In this the Secretary of State said there is considerable scope, particularly at a time of restriction of public expenditure, for available resources to be used to maximum advantage and requested local authorities to review their arrangements and ensure that every possible opportunity for dual provision exploited. Economic necessity is a powerful argument and dual use and maximum use of available resources are so obviously sensible. Not surprisingly this argument finds a receptive audience amongst councillors of local education authorities, particularly in the Tory dominated shire counties, for whom the community school seems to possess advantages of:-

- (a) reducing overheads through the amalgamation of schools to ensure adequate resource allocation and maximum impact
- (b) saving capital and current expenditure by telescoping and integrating services

- (c) a potentially valuable public relations exercise by offering ratepayers without children of school age some nominal but identifiable return on their investment in education
- (d) devolving power and loosening the shackles of centralised control while maintaining cash limits and effectively distancing themselves from the impact of consumer dissatisfaction.

The vision of Morris however was not rooted in Tory economic arguments but was an idealistic dream of what education might achieve given a combination of resources and political will. The vision was that of a Socialist and was concerned not with simply how education should be managed but concerned with an analysis of the prevailing social conditions in which he operated, a sense of history and an awareness of the ways in which educational practice was both shaped by and in turn helped shape those social conditions. Identifiable advantages achieved over the last sixty years point to the convincing educational argument including

- (a) integrated activities and provision which draw both school and adult students together in a relaxed and civilised atmosphere
- (b) a significant contribution towards devolution of control in the governance of schools and a mechanism by which users can influence policy and curriculum
- (c) the opening up of facilities to thousands of individuals and groups who were previously excluded
- (d) an alternative educational use for the spare capacity in staffing and buildings afforded by falling rolls in schools.

(iv) THE BASIC HYPOTHESIS

Such achievements however fall somewhat short of the level of impact Morris's vision was capable of achieving and of the expectations of educationalists and administrators in local authorities supporting the innovation inspired by the vision. It is puzzling to both opponents and advocates of community education that in many cases, far too many for it to be an aberration, otherwise quite backward and reactionary local education authorities have been persuaded to adopt such a potentially radical model of provision. The explanation is usually given in terms of the charismatic great man theory of educational innovation for mere economic and administrative convenience could never have provided the requisite motivation for such a revolutionary departure from time honoured tradition. Nearly everyone appears to accept the notion that community schools, colleges and centres are in a unique way innovatory and radical when much of their practice has proved in reality to be relatively conservative. The educational innovation inspired by Morris seems to have had an inordinately long childhood and adolescence and is struggling to reach maturity. What is preventing the ideal and vision of Morris being fully realised and more widely implemented throughout the country? It is a central tenet of my hypothesis that the main contributory factors lie in the way it has been managed by the local education authorities who have

- (a) attempted to graft the community education vision of Morris which he insisted required a new and different kind of educational institution, on to a traditional school institution that is fundamentally flawed.

- (b) concentrated development through professional leadership and control rather than the community democratically organising its own curriculum and resources.
- (c) persisted in staff development and training programmes directed towards supporting the philosophical and historical objectives of the traditional institution rather than the new and different institution.

(v) THE FOCUS OF THE HYPOTHESIS

The traditional school institution is fundamentally flawed for the grafting of community education. Schools cannot begin to overcome alienation in a wider society when they themselves are such alien institutions. They will not re-create a lost sense of community in their catchment area whilst they are dominated internally by competitiveness which sets pupil against pupil, pupil against teacher and teacher against teacher. They can hardly begin to meaningfully intervene to solve the problems of society when they are themselves one of the origins of those problems in their traditional mechanistic system of an educational institution. Tim Brighouse, chief education officer in Oxfordshire, has drawn attention to the mis-match between the traditional school system and the needs of present day society when he summarises the characteristics of the traditional school system as:-

- Instruction - the giving of knowledge rather than helping personal development
- Information - a curriculum of facts rather than skills and attitudes
- Innoculation - education during the period of early life rather than from the cradle to the grave
- Isolation - located in an educational monastery rather than in the market place of life
- Institutionalisation- with professional prejudices and expectations rather than related to the community it serves (Brighouse 1983).

Brighouse has a similar vision to that of Morris in the need for a new and different kind of educational system for present day society. He draws attention to the social phenomena which cause him concern and then proceeds to his vision based upon five generally acceptable factors of hope which he considers should be the concern of community education and which stem from the common wealth of most western and eastern religions (Brighouse 1983). Brighouse is one of many educationalists and administrators participating in the current debate on education, politics and the community and their interdependence. Harry Rée, formerly Professor of Education at York University and now editor of Network the monthly newspaper of the Community Education Development Centre suggests that 'It seems at last to be percolating the national consciousness that the transformed world we are even now entering is going to require a very different system of education from the one we have been using for the past 150 years' (Rée 1984). Rée then draws

attention to the above vision of Morris in his famous Memorandum and says that there is no doubt that the community education movement he inspired is moving forward at the present time and we should aim to extend the meaning and potential of education in the sense formulated by Henry Morris sixty years ago.

The grafting of community education on to the traditional school system by local education authorities is a contributory inhibiting factor in the development of community education. It is one which it is unlikely will be overcome until there is a combination of resources and political will necessary to establish the new and different institution required. It is in this context that community education is now regarded with political suspicion and a distinction has to be made between political with a small 'p' and 'party' political. Education has always been at the heart of politics - Plato and Aristotle saw the educational function of the state as very important and education today remains high among party political issues. Educationalists and administrators in local education authorities however do well to avoid being overtly party political for, if they are, they forfeit their consistent objectivity. While acknowledging the nature and inevitable inter-dependence of educational and political activity I will eschew the adoption of party political causes related to issues of resources and the political will for the new and different institution required for community education. As an educationalist and administrator I will in my hypothesis concentrate upon issues arising from contributory inhibiting

factors in the development of community education which are concerned with local education authorities:-

1. Concentrating development through professional leadership rather than the community democratically organising its own curriculum and resources
2. Persisting in staff development and training programmes directed towards supporting professional leadership and control rather than enabling the community to democratically organise its own curriculum and resources.

CHAPTER 2

THE CONCEPT OF COMMUNITY EDUCATION - ITS DEVELOPMENT AND CHARACTERISTICS

(1) The Term 'Community Education'

Community Education is a term which is surrounded by confusion. This is because there is no single conception of what it implies and no definition to which all involved will agree. This is partly explained by the fact that philosophers are still unable to agree upon a definition for either 'community' or 'education' and thus we have to be content with agreed characteristics of the terms. Another major source of the confusion is the development of two separate educational movements in Britain which have both used or been given the label 'community' in education - one concerned with promoting ideas for a new educational institution for all ages as envisaged by Henry Morris and the other with changing traditional schools as institutions and changing the curriculum for school age pupils. In an attempt to disentangle some of this confusion it is necessary to look first at concepts of 'community' and 'education' and then to consider the characteristics encompassed by the concept 'Community Education'.

Community

The images conjured up by the term 'community' range from small rural hamlets, to new housing estates, mining towns and a large industrial metropolis, but the term is also used in an evaluative way, in deciding whether a 'sense of community' exists or not. After reviewing ninety-four

definitions of the term community Hillery claimed that, 'beyond the recognition that 'people are involved in community' there is little agreement on the use of the term'. (Hillery 1955). Frankenburg acknowledges the variations in the use of the term, and suggests that a useful operational definition is that of MacIver and Page: 'an area of social living marked by some degree of social coherence. The bases of community are locality and community sentiment'. (Frankenburg 1966). Later he suggests that 'Community implies having something in common Those who live in a community work together and also play and pray together. Their common interest in things give them common interest in each other'. Marson and Campbell accept that this notion of community is sometimes valid, they agree though that it is not always so. They point out that urban areas, 'are characterised by social fragmentation and possibly degeneration, cultural pluralism, grouped with widely differing and potentially conflicting values, differentiation rather than identity, competition for the possession of limited basic amenities rather than co-operation in their use, to such an extent as to make it unlikely that the term community can realistically be applied'. (Merson and Campbell 1974).

The term 'community' is a keyword in the English social vocabulary and is increasing in its use. The concept of community increases in its meaning with this constant use and it acquires an operational definition in particular contexts. The local authority educationalist and administrator has to try and place 'community' in an ethical

context in addition to the sociological context and in doing this moves from facts to values. MacIver and Page (MacIver 1981) refer to 'the feeling that leads men to identify themselves with others so that when they say 'we' there is no thought of distinction and when they say 'ours' there is no thought of division' and 'the sense of place or station experienced by group members so that each person feels he has a role to play, his own function to fulfil in the reciprocal exchanges of the social scene'. In the context of education the concept of community has an operational definition which enables us to be concerned with expression of the community in human affairs through a relationship of the freedom of the individual to the co-operation and fraternity of the group. Community in the educational context draws upon both the sociological context and the ethical context for an operational definition by which the strength of a community is demonstrated in the degree to which its members relate and act in common humanity together and at the same time accepts the potential and right of individual members. (Clarke 1983)

Community in this context is both quantitative and qualitative. Smith and Smith suggested that in the Educational Priority Areas (E.P.A.) and Community Development Projects (C.D.P.) the term community implied five related assumptions. These include the fact that it should occur in a small area, involving the whole of the group and that there should be a high degree of interaction and shared value within the group. There should be a broad non-specialist approach to the services and some integration of the organisations serving the area. Finally they suggested there was the importance of the participation and

development of the community's own institutions with the assumption that the community is a viable entity which can exist independently of the administrative structure created to serve it. (Smith and Smith 1976). These five related assumptions of community implied in the work of E.P.A.s and C.D.P.s fit the above operational definition of community as a concept which is both quantitative and qualitative in the educational context in which it is used.

Education

There has been considerable debate as to the aims and nature of education and it is beyond the scope of my research to seek an operational definition for the term. I have studied a number of views expressed in current literature and standard works. I recognise the tenor of arguments which they contain (Peters¹⁹⁶⁶ and Warnock¹⁹⁷⁷ for example) but refrain from becoming deeply involved in the philosophical debate. For my purposes the concept of education is uncontentious and its exploration would not be a useful part of my thesis.

(ii) The Development of Community Education in Schools

It is clear that Community Education as described above cannot be met by institutions established with aims and objectives related to socialisation in the early years of life. As Morris recognised, a different institution is required for the wider aims and objectives of Community Education but we already have in England an educational system based upon schools developed in each community during the past 150 years. The schools occupy a central position in the development of Community Education as local education authorities have attempted to graft the vision of Morris on to these traditional educational institutions and try to change them.

A number of educationists assert that the English educational system is founded upon what was perceived as a need for social control in a society which had different needs than present society. Educational needs of society when the educational system was developed were considered to be largely concerned with producing people who would rule an empire, lead an army, 'enter' the church, civil service and the professions. The curriculum of the educational institutions provided in the educational system was, and still is, dominated by selecting the people needed by a public examination system for 'socialisation' through higher education for these roles.

The development of Community Education is aimed toward a curriculum which is more relevant to the needs of present society and capable of change in a changing society - an open system model for which socialisation

is inadequate and economically inefficient and socialisation has to be changed for 'social justice in education and by means of education'. In a paper given to the Community Education Association Tim Brighouse drew attention to three phenomena of the lowest common denominators of concern in present society:-

1. The growing numbers of people who are being institutionalised - the handicapped, elderly, children in care and special schools etc., who are being separated from society in the modern equivalent of leper colonies.
2. The growing social instability in human relationships which are pointers to frustration, tension, social difficulty and increased need - the number of divorces, lone parent families and maladjusted children.
3. The growing number of serious offences - more policemen to combat more crime, particularly among young people, at a time of more educational opportunity than ever before.

(Brighouse 1983).

Tim Brighouse gave his vision of education for the whole community through Community Education objectives and the changes in educational institutions necessary to achieve these objectives.

In the development of Community Education some community schools, colleges and centres have attempted to make similar changes in their objectives and have tried to move from being the traditional educational institution with a socialisation perspective of social control to a new more open system model with a socialisation perspective of social action. What are the characteristics of the concept by which these educational

institutions are attempting to meet new objectives - can they be identified from the development of the Community Education concept?

According to Jones 'The most important stimulus in this country for the development of a concept of community school was the Plowden Report'. (Jones 1978). However even before this, concern had been growing over the education of the disadvantaged children and the demand had been made for equality in education. The 1944 Education Act which established secondary education as a legal right for all children was seen as an attempt to shake off the remains of the dual system of education, described by Lawson and Silver as where 'Working class and middle-class education in the nineteenth century had clear identities. They were separated by different curricula, length of social life attendance rates and cultural and social objectives'. (Lawson and Silver 1973). It was also seen as an attempt in Britain to provide equality of opportunity in education. However, researchers including A. Halsey, J. Floud and C. Anderson, Douglas and Wiseman persistently showed that this did not work, because of the influence of social class and environmental factors. As Brian Simon pointed out, 'The Cardiganshire middle-class boy has roughly 160 times as much chance of reaching full-time higher education than the West Ham working class girl and this when the country has in a formal sense committed itself to a policy of equality of opportunity' (Simon 1971). These sociologists argued that the working classes are culturally deprived for their experience of socialisation communicates and instils certain values, attitudes and perceptions which differ greatly from

the mainstream culture which is reflected in the ways schools function (Boyd 1977). It was claimed then that for true equality of opportunity, these children should have some form of education to compensate them for the differences brought about by their socialisation which would initiate them into the mainstream culture. But as Tawney pointed out, 'To criticise inequality and to desire equality is not, as is sometimes suggested, to cherish the romantic illusion that men are equal in character and intelligence. It is to hold that, while their natural endowments differ profoundly, it is the mark of a civilised society to aim at eliminating such inequalities as have their source, not in individual differences but in its own organisation and that individual differences which are a source of social energy and more likely to ripen and find expression if social inequalities are as far as practicable, diminished'. (Tawney 1977).

This ideas has been developed by the 'new' sociologists who argue that the 'working class' have a culture of their own which is just as valid as that of the 'middle-class'. This then means that they can not be described as 'culturally-deprived' for as Keddie argues 'no group can be deprived of its own culture' (In Entwistle¹⁹⁷⁸) Bantock seems to agree with Aristotle's proposition that injustice may result from treating unequals equally as well as from treating equals unequally for he suggests that equality of exposure to what goes on in school only gives a 'fairer opportunity for more people to become unequal'. (Bantock 1976). He suggests elsewhere that we should provide a different curriculum to meet their needs and existing knowledge. (Hooper 1971). Bernstein also criticises this notion of using education to compensate children for their lack of culture, for he suggests

that is distracts attention from the deficiencies in the school itself and focuses upon deficiencies within the community, family and child. He also suggests that this ideal ignores the effect that the child's education from the age of seven onward might have. (Bernstein 1970).

In 1964 the Plowden Committee carried out a National Survey, their frame of reference being 'to consider primary education in all its aspects' (Halsey 1972). The results of this were published in 1967 and suggested that parental attitudes were the most important influence of children's educational achievement. Therefore the Plowden Report recommended that teachers should attempt to increase parental knowledge and interest in their children's education. One way of achieving this was to be by the development of 'community schools'. 'By this we mean a school which is open beyond the ordinary school hours for the use of children, their parents and exceptionally for other members of the community'. They suggested that these ought to be developed particularly in areas of high need - education priority areas. 'Schools in run-down areas which had grim buildings, a high staff turnover and whose teachers were liable to 'become dis-spirited by long journeys to decaying buildings, to see each morning children among whom some seem to have learned only how not to learn' (Midwinter 1972). This formed part of their proposal that there should be 'positive discrimination' for these schools, which should be provided with extra resources in order to bring their standard up to that of the 'best in the country'. To that end they suggested that in an Educational Priority Area or School there should be -

- '1. Improvement of staffing ratio.
2. Additions of salary to teachers in priority areas.

3. Provision of teachers' aides at the ratio of one aide for every two classes in infant and junior schools.
4. Full provision for nursery education, up to 50 per cent full time'

What should constitute an Education Priority Area was never clearly defined. In Circular 11/67 the Secretary of State maintained that he did 'not intend to designate or define E.P.A. and that the authorities themselves are well placed to judge to what extent their areas contain districts which suffer from the social and physical deficiencies which the Plowden Committee had in mind'. L.E.A.s were therefore free to use what criteria they liked, although many based their criteria on those suggested by Plowden.

1. Occupational structure.
2. Size of families.
3. Supplements in cash or kind from the State.
4. Overcrowding and sharing of houses.
5. Poor attendance and truancy.
6. Proportions of retarded, disturbed or handicapped pupils.
7. Incomplete families.
8. Children unable to speak English. (Plowden 1967).

The Plowden report also recommended that 'Research should be started to discover which of the developments in E.P.A.s have the most constructive effects so as to assist in planning the longer term programme to follow'.

In July 1967 the Government decided to allocate £16m. mainly for primary schools building renewal in the educational priority areas. Parallel with this, they announced an Urban Programme, under which between £20m and £25m was to be made available for urban renewal schemes. It was under this general programme, that the five E.P.A. action research projects were mounted jointly by the D.E.S. and S.S.R.C. Four

of these were in England at Liverpool, Deptford London, Balsall Heath Birmingham and Denaby West Yorkshire and one in Dundee Scotland. They were to run for three years 1968 - 1971 and were each given a grant of £175,000. (Boyd 1977)

The project organisers decided upon four objectives which were later seen to constitute the terms of reference for the whole projects.

These were -

1. To raise the educational performance of the children
2. To improve teacher morale.
3. To increase the involvement of parents in the children's education.
4. To increase the sense of responsibility for their communities of the people living in them (Midwinter 1977)

Each project Director - Betty, Harvey, Lines and Midwinter - had a high degree of autonomy, having first to assess the educational needs of their particular area and then to devise an action-research programme to meet these needs. Hence the Deptford project combined community education and compensatory provision, the Balsall Heath team saw their role as compensatory with language enrichment as a central part and the West Riding project which also included a language enrichment programme focused on Red House, a community centre with residential places. However, it is probably the ideas and work of the Liverpool team under the charismatic and imaginative leadership of Eric Midwinter which is best known and most relevant to the development of the community school concept.

Midwinter suggested that as a theoretical goal a community school could be defined as 'one which ventured out into, and welcomed in the community until a visionary time

arrived when it was difficult to distinguish school from community'. His short term aim was that this would engineer so harmonious a balance between home and school that the child's education would be more stable, but in the long term he saw the school as an agency alongside other social and communal organisms, working towards community regeneration. Although later (Midwinter 1977) he saw that there were many limitations placed on the school, because of it being a respected institution in our society. The question of the part education can play in community development is still under debate (Robbins and Williams 1976) but it would seem to be generally accepted that it is only a limited part. He suggested that schools in the past did little to equip people to take on the situation and mould it to their requirements, and initially agreed with Plowden that schools could act as an agent of social change. 'In this sense community education should be designed to help people work out their communal destiny in so far as the strategy of the present system allows and to bring pressure to bear to alter that strategy so that the tactics of grass root democracy might be more fruitfully negotiated.'

Midwinter saw community schools as being essentially neighbourhood schools and as being comprehensive in that they should not seek to differentiate children on intellectual or cultural grounds. Although he accepts that there will be some similarities between schools as they are all subjected to central and local Government control, he states that, 'It is essential that the flavour of each community school is characteristic of its context'.

George and Teresa Smith suggest that usually four or five types of community schools are identified.

1. A school which serves an entire neighbourhood.
2. A school which shares its premises with the community. (Smith and Smith 1976).
3. A school which develops a curriculum of community studies and argues for the social and educational relevancy of local and familiar material.
4. A school where there is some degree of community control.
5. A school which seeks to involve itself in promoting social change within the local community.

They suggest that most practical examples of community schools have been of the first four types and that whilst there are examples of the fifth type, these have so far most often occurred in developing countries. They also suggest that the fourth type of school, whilst familiar in America, is less known in this country except for a few Free schools and in some Local Education Authorities who are experimenting with greater community participation on Governing Bodies.

In Britain, Community Schools, which serve an entire neighbourhood seem to be of two main types. They either share their facilities with the community, or they aim for a socially relevant curriculum for school age pupils. A third type where community control is a reality seems to be starting to emerge but extension to involvement as an agent of social change is rare. It is the first two types of community education which are referred to by Jones as 'the two separate educational movements in community education in this country' (Jones 1978).

In the absence of a definition of community education it is necessary to look for common characteristics within existing community schools. It would seem possible to suggest that for most community schools a generally acceptable framework for community education might be that it should imply:

1. A continuous and comprehensive education.
 2. The community should participate in the school, both by using the facilities and resources and in making decisions.
 3. The school should follow a curriculum relevant to the needs of its community which enables the pupils to develop the skills and abilities necessary for life in our technological society.
 4. The school should be a caring community, aim to foster a sense of community and help with the development of the community.
 5. The staff - teaching, ancillary and caretakers - should work together as one, for the common good, and be willing to work out of the accepted 9 - 4 school hours.
- (Galloway 1978) (Open University 1976) (Oxclose Community School 1976)

However to describe an acceptable framework for community schools even in general terms is difficult. This is because some people see community education as having achievable goals, for example, 'dual use of facilities' whilst others see it as being an ideal or a concept which is defined in terms of aims and practices which it is hoped schools will accept and adopt. Jones suggests that whilst these are two separate movements, no one educational movement exists in isolation: therefore there may be areas of

interaction between the two, one having influence over the other but at the same time they retain their individual philosophies and practices. (Jones 1978). However, others, including Morgan (1975) suggest that the two aspects are just developments of the same idea.

It is my intention to concentrate on the development of the two major movements in Britain and to show both their similarities and differences by an examination of their influences on the more recent community schools which have emerged. I hope to show how British community schools are trying to combine the second and third types of school as identified by Smith and Smith (1976) of dual purpose buildings and a community curriculum and that in some cases they are trying to extend their philosophies to incorporate to some degree the two latter aspects of community control and involvement in social change.

(ii) The Development of Community Education as an Educational Concept

Lawton suggests that there are two major themes in the recent development of English Education. 'The first is to strive to improve education for reasons of economic efficiency; the second is to achieve a greater degree of social justice in education and by means of education'. (Lawton 1977). He suggests that there is no essential conflict between these two major themes but that the emphasis changes from time to time. He further extends this idea by suggesting that at times of optimism social justice prevails and in times of insecurity, economic or otherwise, the drive for efficiency prevails. Community Education is not a new concept; Batten points out that Plato and others including Moore, Bacon and Luther each had their own notion of the idea. But during the last fifty years it too has embraced two themes similar to those suggested by Lawton for education in general. In Community Education the first of these can be seen in the move to a more economic use of costly and scarce plant, whilst the second can be seen in the demand for a comprehensive intake, a commitment to mixed ability teaching and for a curriculum which is more relevant to the needs of the pupils. Again there is no essential conflict between the two but the emphasis placed on them changes depending on the economic state of the country.

The first of these gained most impetus from the work of Henry Morris and his village colleges in Cambridge in the 1920's and 1930's. This movement is characterised by and emphasis on extra provision of facilities in schools which allow for and encourage more of an integrated use

by adults, youth and pre-school children. As Jones suggests, these are usually based on secondary schools in rural or suburban areas. Whilst some L.E.A's do not acknowledge this type of school as doing anything out of the ordinary, other authorities designate some form of community label for them, perhaps the most common being that of 'Community College'.

The more recent movement is concerned with the education of disadvantaged children and following the reports of Wolfenden (1960), Plowden (1967), and Seebohm (1968) Committees, a concept of community schools containing a number of elements centering on areas of practice in school has emerged. It is this movement which is associated with the ideas of Plowden, Halsey, and the Educational Priority Areas, especially those of Midwinter the Director of the Liverpool project. These all believed to some extent that the school could act as an agent of social change. To this end Midwinter argues for a community orientated curriculum which he suggests will play an essential part in creating 'constructive discontent' with their 'grim social reality' and will enable the youngsters to work with their parents to change it. (Midwinter 1973).

As Robbins and Williams (1976) suggest, it would seem clear that 'the two interpretations of community education differ quite markedly'. However as they acknowledge sometimes both influences can be seen involved in one school, especially the more recent community schools such as Sutton Centre, the Abraham Moss Centre and Oxclose School. Thus before examining their influences on particular

schools it would seem useful to examine the development of the two movements identified by Jones.

The idea of building schools with provision for other members of the community started towards the end of the nineteenth century with the self-governing bodies who were interested in education and social improvement. In 1919 the Adult Education Committee Report suggested that education should be concerned with the development of the individual in relationship to the community and with fitting him for life as an active participant of that community.

Whilst the idea might not have originated with Henry Morris he is acknowledged as having the greatest influence on its development, and he can be seen to have been of central importance in the original dissemination of the idea, which was mainly through his personal contacts and visitors to his schools. Morris was Director of Education for Cambridgeshire from 1922 to 1954 and was concerned with the increasing movement of people, particularly 'the more adventurous young men and women from rural areas to towns and cities and the consequent devitalising effects on rural communities'. He saw the urban explosion as destroying community life and realised that man needed something to do with his newly found spare time.

'Walk through a city on a Saturday night or through a country town or village and see for yourselves how little our state system of education is doing to help the multitudes to live a life worth living or even enjoy their leisure'. (Rée 1973). Morris pinned his faith on education and suggested that a newly planned environment should serve cultural as well as educational and economic ends. He also suggested

that the concept of education should be reconstructed 'so that it will be co-terminous with life'. His solution was to propose village or community centres combined with schools which would provide educational, cultural and recreational facilities equal to, if not better than, those provided in the cities.

He suggested that these should ideally include-

1. A Nursery schoolroom and Infant Welfare Centre.
2. A Primary school for children of 5 - 10 years of age in the central village.
3. A school providing a rural education of a secondary type for children of 10 - 15/16 years in the central village and tributary villages of the chosen area.
4. A staff-room for teachers and the usual offices for teachers and children.
5. A village hall which would double as a school hall.
6. A library and reading room.
7. An agricultural education/science room.
8. Rooms for Adult Education and Youth Movements.
9. Shower baths and a dressing room.
10. Village recreation grounds.
11. School garden.
12. A centre for carrying out the work of the Education Authority connected with the choice of Employment and Juvenile Unemployment Insurance
13. Warden's House.
14. Accommodation for indoor recreation

and suggested that, 'We should abolish the barriers which separate education from all those activities which make up adult living'. Morris viewed education

as being essential to life and suggested that, 'Man's life as an economic, social and religious animal - that is the subject matter of education and education is the means whereby he achieves the best in all these respects . . . it is the life the adult will lead, the working philosophy which which he will live, the politics of the community school which he will serve in his maturity that should be the main concern of education'.

This meant that later he was able to develop his idea that the village college should be the centre of the rural community and suggest that the idea could be applied to new towns.

An educationalist who is often quoted as being well ahead of his time, Morris believed that the village college should provide a centre of reference, a means of expression for rural local government and that village colleges should provide an education which would meet the needs of rural areas in these terms. He supported the development of practical subjects and vocational experience which would be related to theoretical 'agricultural education'. An early school leaver himself, he felt that the teaching methods in secondary schools were unsuitable to the large majority of teenagers and advocated more individual learning, with the content of the curriculum being related to the interests and experiences of adults. 'The school has been dominated by the needs of the 'brainy' girl or boy, who is good at books and comes out well in examinations and who wins prizes at the university. For millions of boys and girls who learn by practice and action this is a gigantic error'. Thus for Morris the provision of extra facilities was only

part of an integrated scheme which involved enlarging and changing the functions of educational institutions. However it was only the idea of extra facilities and his proposal that the management of the complex should be united under the Headteacher which seem to have been generally acceptable at the time. The first of his proposed village colleges was eventually opened at Sawston in 1930, and three more were opened before the outbreak of war; Bottisham 1937, Linton 1938 and Impington 1939. The cost of building these complexes was immense but whereas Morris was prepared to beg from private benefactors to raise extra funds, other Directors of Education were not and the idea was not initially greatly supported outside Cambridgeshire.

During the war years 1939 - 1945 L.E.A's began to provide a much wider range of general classes than they had previously and there was a flood of documents concerned with educating the community. Circular 1486 in 1940 gave the opportunity for 'Service of Youth' and communities became centres of activity, numerous groups being formed which in some cases helped to break down class barriers and create a new sense of community. The 1944 White Paper proposed that compulsory part-time education should be provided for all those under nineteen not in full-time education in county colleges. This recommendation did not become part of the 1944 Act but as some authorities including Devon and Cumberland submitted plans based on Morris's village college idea, it helps with the process of diffusion.

(iv) The Diffusion of Morris's Ideas

Whilst it seems likely that the impact of Morris's ideas of community education was enhanced by Government reports and articles, it is possible to trace a network of 'influence' which depends largely on personal experience and contact. In Figure 1, I have tried to show how a large proportion of the attempts to introduce community education, particularly of the 'shared facilities' type, can be seen to be related to the experience and contact of chief officers in a chain which eventually leads back to Henry Morris. A similar but more complex network can be shown for heads of community schools, colleges and centres who can be linked through experience to the Cambridgeshire Village colleges set up by Morris.

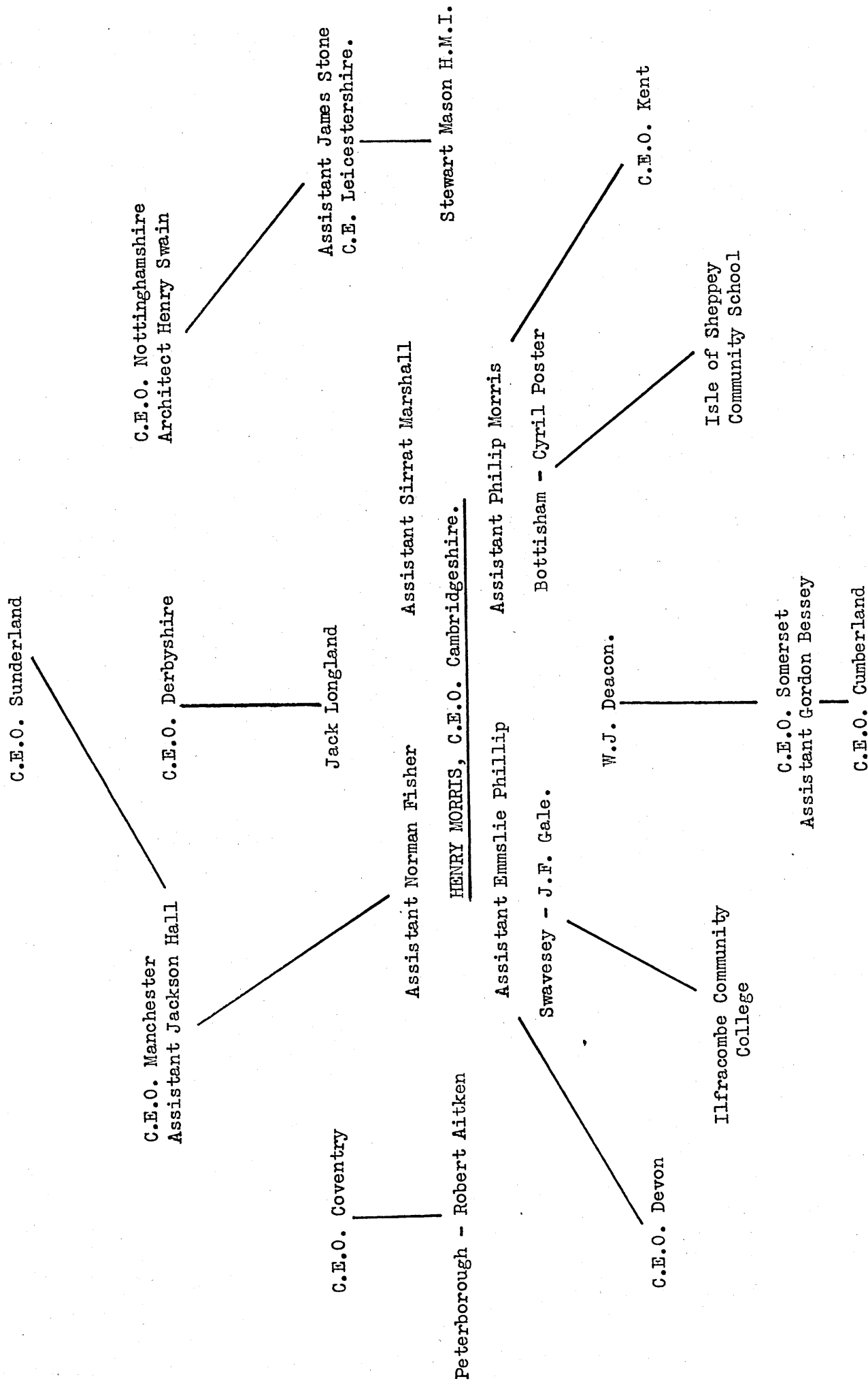


Fig.1. The Diffusion of Morris's Ideas

In some ways the pattern of diffusion fits several current models. Havelock's Social Interaction Model of Diffusion emphasizes the network of social relations within which adopters come to their decisions. (Havelock 1970). The diffusion of the idea of community education also seems to fit Schon's 'Movement' Model of Diffusion (Schon 1971). No one has deliberately tried to 'sell' this type of community education, the 'centre' of activity has changed a number of times over the years and the exact nature of the idea has also been altered. However Morris's idea is still recognizable. A consideration of the notion of 'adoption' of community education also fits the pattern identified by the American rural sociologists (Rogers and Shoemaker¹⁹⁷¹) of an S shaped curve, a slow start, a period of relatively rapid growth followed by a slowing down in the rate of adoption.

During the 1960's many Government reports were published which gave further impetus to the idea of community education. The Albemarle Report (1960) recommended that the needs of the Youth Service should be catered for by means of separate wings and buildings providing club facilities and by the use of dual purpose furniture. As a result of this the Ministry of Education introduced a separate youth building programme to be shared between L.E.A's and voluntary organisations. Thus in Nottinghamshire they were able to start a building programme for new schools which included extra facilities for youth and adults at Ollerton and Kirkby-in-Ashfield. The Wolfenden Report (1960) pointed out the need for sports stadia, swimming pools, squash courts etc., for public use. In 1964 a Government Circular (11/64 DES)

suggested that authorities should consider sharing facilities for sport and recreation in schools with other users. They recognised the economic saving which could be made if the elaborate facilities necessitated by the new large comprehensive schools could be made suitable for public use enabling the cost to be shared by the Education Authority and Local Borough Council. By 1970 Nottinghamshire had implemented four such schemes at Bingham, Worksop, Newark and Carlton. The Carlton Forum was designed so that, 'the recreational and school facilities include swimming pools, a sports hall, squash courts, refreshment area and bar lounge together in a complex which is linked to the 'school' complex by a foyer' (Haworth 1975).

Circular 2/70 A Chance to Share - Co-operation in the Provision of Facilities for Educational Establishments and the Community, called for L.E.A's to give more thought to the possibilities of co-operating with other bodies to provide 'a variety of community facilities when building new schools or making additions to existing ones'. The Circular also pointed out that it was economically desirable for L.E.A's to consult the planning authority and other relevant departments about the possibilities of providing jointly agencies such as libraries, child guidance and welfare activities, creches, old people's clubs, shopping and parking facilities. Partly as a result of this as each new community college has been designed and built, they have included a greater variety of amenities and facilities which has forced the buildings to become

bigger, resulting in the growth of what has been described as 'a multi-purpose hybrid monster'. Some critics of community colleges suggest that by growing so large they in fact repel those who they are aiming to meet, the community.

(v) The Characteristics of the Development

Jones suggests that there are four basic elements in the conception of community schools:- parental involvement, a community-based curriculum, community control and community development (Jones 1978).

Plowden had seen parental involvement as the central theme of community schools and to many, including the E.P.A. teams, this implied going out to the parents and telling them what was happening in school. Midwinter however developed this idea suggesting that this was acceptable as a short term aim, but that in the long term the school should be working in co-operation with the parents and community and try to involve them in both the management of the school and as partners in the teaching role. He also suggested that schools should be designed to maximise both access into the school by the community and egress by pupils into the community.

For Plowden the community based curriculum was a way of using the pupils interest in the 'world about them'. However, Midwinter, who was perhaps the most radical of those involved with the E.P.A. projects saw social education as the basis of the curriculum. He suggested that 'The primary duty of the school would be so to familiarize its pupils with their type of community and its likely future that, as citizens, they would be better equipped to cope with the social issues presented to them'. As Halsey the National Director suggested, the surrounding community in all its aspects should be studied in its own right, not

only as a neutral source of interesting topics, but as a basis for the development of 'constructive criticism of social, political and moral aspects of society.' (Halsey 1972).

Midwinter suggested that the learning experience should not be about one teacher and thirty pupils but be about thirty-one human beings experiencing life together. He thought that teaching should swing from an academic to a social basis and become more than just a 9 - 4 job. He saw education as a means to an end, a means of preparing children 'not only for the life they would like to lead, but for the one they are likely to lead'. Midwinter also developed Plowden's idea that 'an active and knowledgeable body of managers can be a great support to the community it serves and vice versa. He suggested that they should be actively involved in the school and be known to all in both the school and community. By a more representative governing body, he thought that understanding and awareness would increase on both sides helping to facilitate co-operation and integration thus reducing the gap between the schools and the community. (Midwinter 1972).

The Plowden Committee's recommendation of 'positive discrimination in education' was seen by some members of the E.P.A. teams as being limited in effect unless they were accompanied by economic and social reforms. As a step towards this they recommended that schools should participate in the qualitative improvement of its social context.

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'Community Development makes available to people the experience that creates the skills needed to deal with each other, with neighbours, with experts and the powers that be These and other pro-social skills can be learned as part of participation in process'. Allied to this was the need for both adult education and pre-school provision and the use of the facilities for educational as well as recreational purposes by the community. Midwinter also suggests that schools should offer a starting point for examination and reform of the community, not so as to create a second-class school but because of respect for the values, vocabulary and aspirations of the locality. He concludes that 'the community school is a relevant school devoted to equipping its pupils and other members of the surrounding district for 'positive participation in their real life situations' (Midwinter 1977).

From this brief examination of the development of, and the ideas involved in the two strands it is possible to see that in some ways the original conception of the ideas was similar. It would appear to be in the diffusion and adaption of the concepts by others that the differences were emphasized. For example, both Morris and Midwinter recommended that the traditional curriculum should be abandoned in favour of one more suited to the needs of the children. However, this part of Morris' work was not taken up and it is with Midwinter that this ideas is more commonly associated. Whilst Jones' view that there

are two main educational movements in community education might be an over-simplification of the situation, it does give an acceptable framework which can be referred to when comparing the practices of existing community schools. Her four basic characteristics of the concept of Community education are:-

parental involvement

a community based curriculum

community control

community development

but they do however, from my research, require some modification and extension. It is not sufficient in the full concept of Community Education as it is now developing to restrict involvement to that of parents. Socialisation related to an open system model of society requires a broader involvement than that of parents - it requires community involvement. This can be linked with community control and I would call this community participation giving the first three characteristics of the concept as:-

1. COMMUNITY PARTICIPATION by involvement and control
2. COMMUNITY CURRICULUM which recognises social change
3. COMMUNITY DEVELOPMENT and altruistic philosophy

From my research into the development of community education as a concept I would add two further characteristics. The first recognises the changes in perspective of a school from the traditional image limited to childhood years with facilities only for children. The view of a community school, college or centre as being primarily concerned with the same objectives as the Youth Service and Adult Education, the

personal development of each and every individual - an acceptance of continuing education from 'cradle to grave' and the provision of opportunities and facilities to achieve these objectives. This I call CONTINUING EDUCATION.

The second further characteristic is one to which I have referred in my account of the development of the concept and which has become a characteristic of the concept itself. The way it has developed by the diffusion model as the influence of Morris and others spread through a network of people who became convinced of the value of the concept. They in turn recruited others to give support, not only from professional educators but multi-professional staff sources. Such people were in sympathy with the concept and willing to work together 'across the board' at 'unsocial hours'. I call this characteristic CONCEPT DEVELOPMENT by diffusion and multi-professional staff.

In the development in schools of Community Education as a concept, educationalists are attempting to change the objectives of L.E.A educational institutions from the traditional objectives related to social control to new objectives related to social action. The concept has characteristics which can be summarised as:-

1. COMMUNITY PARTICIPATION by involvement and control by partnership

- in the life and work of local provision for education
- in the planning, regulating and controlling of its own education
- in the management and control of premises, facilities and other resources

2. COMMUNITY CURRICULUM which recognises social change
 - the importance of personal development and social education in a relevant curriculum
 - social interaction between all kinds of people contributing to the life of a community
 - educational opportunities related to the needs of the community
3. COMMUNITY DEVELOPMENT and altruistic philosophy
 - notions of the ideal caring and sharing community
 - 'community spirit' and a sense of belonging
 - an active community seeking achievement which give meaning to their life.
4. CONTINUING EDUCATION with comprehensive provision for all
 - the need for cradle to grave learning opportunities
 - facilities, premises and resources to provide the opportunities
 - learning for personal, vocational, social and other reasons such as the enjoyment of recreational and leisure pursuits
- 5) CONCEPT DEVELOPMENT by diffusion and multi-professional approach
 - need to develop 'sympathy' for the concept among those involved
 - staff who will work across the board and at unsocial hours drawn from various sources in new relationships
 - flexible arrangements which recognise the importance of supporting staff and volunteers.

ORGANISATIONAL DEVELOPMENT AND STAFF DEVELOPMENT

(1) Changes in the Management Approaches of Educational Institutions Seeking to Promote Community Education

What differences are there between traditional educational institutions and those by which L.E.A's are now seeking to link 'community' and 'education'. Len Watson discusses this in his paper 'The School and the Community' in which he looks at certain models of relationships shown by four imaginary schools. (Watson 1978).

School A is characterised by little direct communication between community and school the only real contact being the child attending the school. The relationship with the community is talked of in terms of the difficulty of communicating with the parents - of preaching to the converted and of knowing what to do about parents who are not interested in their children and support for the school. The school defines relationships with the community in terms of parental support and information from the school to parents in order to provide this support.

School B similarly sees the parents as the community to which it has to relate on behalf of pupils. The difference is that whereas in School A they are viewed as potential allies or threats, in School B they are seen as partners in the education of the child with equal rights and responsibilities. Decisions are made jointly, rather than on the basis of the school collecting information from parents and then making the decision alone. This philosophy needs some systematic opportunity for parents both individually and collectively to take part in the determination of policy within the school.

School C is markedly different from Schools A and B in that it assumes it is not just for pupils alone but for the community as a whole. While not neglecting the education of pupils it is accompanied by a range of other activities which put the school at the centre of community life with activities such as a youth club, adult education classes, sports and recreational clubs and so on. This school does however take educational assumptions as its starting point and is organisationally very similar to School A - decision making is in the hands of the professionals.

School D is similar to School C in its scope, being seen as serving the whole community. The radical difference, however, is in the extent to which the community itself is involved in the identification of its needs and the determination of ways in which these needs may be met. This school is not just for the community it is of the community which determines the shape of the provision made for it. The professionals have a voice but theirs is not the only voice. A community school in the fullest sense is much more likely to succeed if it genuinely arises out of the community and is the product of the life and experience of that community.

Len Watson has boldly drawn the four imaginary schools typified above and says that in their simple form they are unlikely to be met in reality. They are however very useful in examining the differences between traditional educational institutions and those seeking to fuse together 'community' and 'education'. L. Watson goes on to suggest two primary bases of differentiation between the schools viz:-

- (a) Who is the client What is the target population of effort? Who is the school there for in the most immediate sense?
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Is the task of the school defined purely in terms of individual pupils and do the expected outcomes refer to behavioural changes and examinations passed of those pupils before leaving school? It is a very different situation if the target population comprises all those who could benefit from the activities of institution. 'Education' in this case is defined in the broad sense of continuing education and is vitally involved in the renewal and sustenance of the community itself. Most schools at present fall between the extremes of these positions.

- (b) Who actually decides who is the client of the school, the needs of those clients and the means by which the needs will be met?

No one agency alone determines each of these outcomes. The law of the land, local education authority policy, articles and instruments of government will to some extent limit what is possible. On the other hand the quality, commitment and skill of staff will largely determine what takes place in the actual operation of the institution. One of the major differences is the relative involvement of educational professionals and community in deciding the questions of this second basis for differentiation.

		<u>Who is the client?</u>	
		The Pupil	The Community
<u>Who decides the needs of the client?</u>	(i) Educationists	School A	School C
	(ii) Partnership between school and community	School B	School D
	(iii) The Community	?	?

As illustrated in the above diagram Len Watson's four types of institution in which community and education are linked, can be differentiated along two dimensions. A third category, that of the community defining the needs of the client is logically possible but not as yet found in the 'community' and 'education' relationship.

Local education authorities which promote community schools, colleges and centres as institutions linking 'community' and 'education' and aim to change them from schools A, B or C to D through partnership and participation need to consider the staff development implications in the changes in organisational management and the changes in management style and leadership involved.

Are there appropriate psychological and sociological frameworks in organisation and management theory which will provide models for management arrangements and staff development?

Organisational theory can be summarised under:-

- (a) classical and related organisation theory and
- (b) the new climate of opinion in organisation theory.

(Baker 1980).

(a) Classical Organisation Theory

Like Community Education, organisation theory is not something new but is something which although not created during the past few decades has been considerably developed and researched during that period. It is thought that, although the organisation of people for work is as old as the pyramids, 'classical' and related organisation theories originate from the Romans. They were probably the first people to have a system of imperial authority which was not only delegated through a hierarchy but articulately and rationally

expressed in a legal system. These administrative concepts have been carried into European thought and practice during succeeding centuries to the twentieth century. They are called 'classical' theories in that they attempt to propound simple principles of general application and also in the sense that certain styles of architecture, literature or music are termed classical - having characteristics of formality, symmetry and rigidity. These principles have not been rendered obsolete because they now are seen to have limitations - they have concepts of value even though there is dispute about their application, and have to be used with more subtlety than originally. Continental Europe tends to maintain this formal rigid school of 'classical' organisation based on authority through hierarchies with somewhat comparable theories of 'bureaucracy' originating with Fayol in France and Weber in Germany while modifications in the direction of partnership and participation have come mainly from the U.S.A. and Britain.

The principle exponents of 'classical' organisation theory had three types of background, military, industrial and academic - hence the 'traditional' style of management in educational institutions with authority vested in a hierarchy and a 'line' management structure. With a long history of gradual development and more recent development by Fayol, Weber, Taylor, Urwick Graicunas and others we owe to

'classical' organisation theory two areas of practical value:-

1. the identification of management organisation or administration as a distinct function to be studied and practised in its own right
2. clearer thinking concerning authority, responsibility and delegation - an emphasis on clear lines of command and sub-divisions of functions and responsibilities.

Clearly if the emphasis in linking 'community' and 'education' is to be on 'partnership' and 'participation' the 'classical' organisational theory does not offer appropriate frameworks or models which can be used as the basis of management arrangements and staff development for the promotion of Community Education. It is however important to be able to recognise within organisations the characteristics of twentieth century classical organisation theory. 'Classical' organisation theory with its frameworks and models are well established in many organisations, including educational institutions and have firmly rooted and traditional concepts in many approaches to management. It has not been rendered obsolete merely because it is now seen to have serious limitations, or because rather more dimensions of thought and more ideas have been developed since. As was said above it still contains concepts of basic value even though there is dispute about their application and they have to be used with more subtlety than their authors implied. The frameworks and models contained in 'classical' organisation theory are however generally inappropriate to organisation and management in promoting the concept of Community Education through partnership and participation. We have to look to the newer climate of opinion on organisational theory to find more appropriate models and frameworks and meanwhile note that staff development will often involve the management of change from the 'traditional' theories in established approaches to management to the relatively new ideas which we will now examine.

The New Climate of Opinion in Organisation Theory

There are various kinds of organisation theory outside the broad description of 'classical' discussed above and the

different lines of thought which they embrace overlap to some extent like those of 'classical' theory. These new ideas are usually categorised as the 'Human Relations' and the 'Systems' schools, with the implication that the former is employee centred and psychological while the latter is scientific and mathematical. The writers I have drawn upon in reviewing the literature of the new climate of opinion in organisation theory include Whitehead, Urwick, Elton Mayo, Chester Barnard, Douglas MacGregor, A.H. Maslow and one of the most important modern British works on organisation theory, 'The Management of Innovation' by Burns and Stalker.

The basic change in outlook in this new climate of opinion which has been developing is essentially concerned with the subtlety and complexity of the organisation, with the greater number of dimensions and aspects which can be attributed to organisations than those of 'classical' organisation theory. Burns and Stalker distinguish between classical and non-classical forms of management structure as the former being 'mechanistic' and the latter as 'organic'. These terms suggest a major shift not only from engineering to biological analogies, but a fundamental change to different and more subtle and complex ways of thinking. The 'classical' thinkers about organisations used simple engineering analogies from past old fashioned simple machines. The newer thinkers use complex biological analogies from the contemporary biology of ecological environments which has been influenced by new philosophy in the natural sciences generally. (Burns and Stalker 1966).

Burns and Stalker classified system of industrial organisation into 'mechanistic' and 'organic' systems which

mirror 'classical' and 'human relations' theory. Following Simon and others, they distinguished between the kinds of decision making required of management and used this as the basis of their research by interviews with managers and analysis to arrive at their classification. They distinguished between 'programmed' decision making, based on routines and standard frames of reference and 'non-programmed' decision making involving new initiatives and a flexible approach to each problem. A rigid 'institutional framework' was appropriate for managers making mainly programmed decisions. Non-programmed decision making however 'required a common culture of dependably shared beliefs about the common interests of the working community and about the standards and criteria used in it to judge achievement, individual contributory expertise and other matters by which a person, or a combination of people are evaluated. A system of shared beliefs of this kind is expressed and visible in a code of conduct, a way of dealing with other people. This code of conduct is in fact the first sign to the outsider of a management system appropriate to changing conditions'. Burns and Stalker provided a lengthy classification of the characteristics of the two types of classification which followed from their two types of decision making but they may be summarised as:-

A) THE MECHANISTIC MANAGEMENT SYSTEM is appropriate to stable conditions

It is characterised by:-

- (a) the specialised differentiation of functional tasks into which the problems and tasks facing concern as a whole are broken down;

- (b) the abstract nature of each individual task, which is pursued with techniques and purposes more or less distinct from those of the concerns as a whole; i.e., the functionaries tend to pursue the technical improvements of means, rather than the accomplishment of the ends of the concern;
- (c) the reconciliation, for each level in the hierarchy, of these distinct performances by the immediate superiors, who are also, in turn, responsible for seeing that each is relevant in his own special part of the main task;
- (d) the precise definition of rights and obligations and technical methods attached to each functional role;
- (e) the translation of rights and obligations and methods into the responsibilities of a functional position;
- (f) hierarchic structure of control, authority and communication;
- (g) a reinforcement of the hierarchic structure by the location of knowledge of actualities exclusively at the top of the hierarchy, where the final reconciliation of distinct tasks and assessment of relevance is made;
- (h) a tendency for interaction between members of the concern to be vertical, i.e., between superior and subordinate;
- (i) a tendency for operations and working behaviour to be governed by the instructions and decisions issued by superiors;

- (j) insistence on loyalty to the concern and obedience to superiors as a condition of membership;
- (k) a greater importance and prestige attaching to internal (local) than to general (cosmopolitan) knowledge, experience, and skill.

B) THE ORGANIC SYSTEMS OF MANAGEMENT is appropriate to changing conditions, which give rise constantly to fresh problems and unforeseen requirements for action which cannot be broken down or distributed automatically arising from the functional roles defined within a hierarchic structure. It is characterised by:

- (a) the contributive nature of special knowledge and experience to the common task of the concern;
- (b) the 'realistic' nature of the individual task, which is seen as set by the total situation of the concern;
- (c) the adjustment and continual re-definition of individual tasks through interaction with others;
- (d) the shedding of 'responsibility' as a limited field of rights, obligations and methods. (Problems may not be posted upwards, downwards or sideways as being someone else's responsibility);
- (e) the spread of commitment to the concern beyond any technical definition;
- (f) a network of structure control, authority and communication. The sanctions which apply to the individual's conduct in his working role derive more from presumed community of interest with the rest of the working organisation in the survival and growth of the firm, and less from a contractual relationship between himself and a non-personal

corporation, represented for him by an immediate superior;

- (g) omniscience no longer imputed to the head of the concern; knowledge about the technical or commercial nature of the here and now task may be located anywhere in the network; this location becoming the adhoc centre of control authority and communication;
- (h) a lateral rather than a vertical direction of communication through the organisation, communication between people of different rank, also, resembling consultation rather than command;
- (i) a content of communication which consists of information and advice rather than instructions and decisions;
- (j) commitment to the concern's tasks and to the 'technological ethos' of material progress and expansion is more highly valued than loyalty and obedience;
- (k) importance and prestige attach^{ed} to affiliations and expertise external to the firm.

In organisational theory L.E.As seeking to promote Community Education must develop their educational institutions from the closed mechanistic system of classical organisation appropriate to relatively stable conditions to the more open organic system of the new climate of opinion which is appropriate to changing conditions. The open organic system is particularly appropriate to Community Education as it is based upon participative decision making and a common culture of shared beliefs among those involved in the management of the organisation.

(ii) Leadership and Organisational Development

In tracing the development of Community Education I identified the tension between professional leadership and the community democratically organising its own curriculum and resources as a key issue in the growth of Community Education. Communities need the valuable leadership of professional educationalists but they are traditionally regarded as dictatorial and paternalistic. What kind of leadership is needed in the management of an open organic system based upon participative decision making by the community and what are the implications for staff development and training in the development of an organisation towards such a system?

Her Majesty's Inspectors in 'Ten Good Schools' (1977) suggest that effective leadership and intrinsic motivational forces are characteristics of a climate conducive to growth and in addition it is likely that decisional participation at various levels is an important contributory factor to good schools. They also add that good organisational climate includes staff development and it helps maintain good organisational climate.

The concept of effective leadership must be characterised by the interrelationship of people working towards the achievement of common goals. Leadership can be viewed as the ability to influence the thinking, attitudes and activities of others so that they willingly direct their behaviour towards organisational objectives. Few simple conclusions can be drawn about what is the 'best' leadership style to adopt but indications are that managers who display a

distinctive style of leadership are in general more successful than managers who have no distinctive style. (Sadler 1975). In addition it seems a consultative style of leadership is the one most often preferred and to be effective leadership must be in relation to the situation. Newell suggests that a predominantly 'transactional' style of leadership which is characterised by an awareness of the overall aims of the organisation and the needs of individuals within it is likely to provide the most effective and flexible framework for allowing good interpersonal relationships and thus facilitate effective staff development (Newell 1975). The professional as leader should

- (a) have good diagnostic ability which values enquiry and recognises differences in people
- (b) regard divergent opinions in a positive way
- (c) be flexible in approach and style when working in partnership with a range of other people.

A staff development programme should include an understanding of the forces which motivate and determine the behaviour of people.

In developing Community Education the focus is on people and how they as participants define their own aspirations and needs. (C.E.A. 1983). Watson has shown how schools are moving towards a partnership between schools and community in defining the needs of the client. I have identified the tension between the professional leadership and community decisional participation. What evidence is there to support movement away from the dominance of dictatorial and paternalistic professional educationalists towards a partnership with a greater degree of community

participation within organisational units?

The unit of organisation for Community Education in L.E.As is a complex web of activities and interactions. Organisational realities are shaped not simply by the ideal physical division of tasks but are influenced and modified by the perceived expectations of individuals and the corporate reality of the unit. Research seems to indicate that an organisation operates most effectively when the individuals within it are involved in and identify with its corporate aims and objectives (Likert 1961). Research findings on the whole indicate that participatory decision making is highly desirable but structure should be flexible enough for varying rates of participation (Belasco and Allutto 1971). The complex web of activities and interactions in the unit of organisations and the notion of decentralisation and delegation of responsibility in Community Education is essentially consistent with Likert's concept of 'the conference board' - organisations as interlocking groups connected by individuals who occupy key positions and serve as linking pins between groups (Likert 1961). Within each unit of organisation in Community Education the key people other than the professional educationalists are the management committee members, the part-time paid staff and the part-time voluntary 'staff'. These are the people of the community who occupy key positions and serve as link pins between groups - the people who should be involved in participatory decision making based upon partnership with a consultative style of leadership. It then logically follows that a staff development and training programme for the professional leadership has to be extended to meet

their needs in the development of the organisational unit.

A compatible management framework is Management By Objectives (MBO) which seeks to provide management control through commitment to objectives for the organisation as a whole, for groups in the organisation and individuals within the organisation. M.B.O. also has characteristics appropriate to staff development - mutuality, responsibility and accountability. The concept of mutually setting targets and goals and the agreeing of tasks and responsibilities produces both commitment and motivation on the part of all concerned (Light 1972). The element of accountability is closely interwoven with evaluation. M.B.O. interpretation provides an open framework based upon the notion of self evaluation and performance appraisal.

Such a management framework based upon a consultative style of leadership and participation in decision making supported by unit based staff development and training is both the change agent and the change catalyst for the different kind of organisation I have identified as being needed in Community Education. Unit based staff development and training is by definition conducted within the unit and intended to meet the needs of the unit. What is the rationale for unit based training?

In any consideration of how new and more effective training might be developed we need to be aware that much educational change has in the past been the result of what has been called 'relatively unplanned and adaptative drift' (Hoyle 1969). There are prime characteristics in educational systems which actually encourages such a process and the

pervading structures and contexts do not lend themselves to coherent forms of system based development (A.C.S.F.T. 1978) A move to unit training may be a natural response in situations where the 'politics of acceptability' are a major factor in determining how far a particular innovation might penetrate individual units. Unit Training is founded on the basic premise that innovations initiated locally and perceived as relevant will be more acceptable than changes however appropriate engineered from elsewhere. Other justifications are that:-

1. Centrally based training has not so far been noticeably successful in encouraging the dialogue necessary for group attitude change (Gough 1975).
2. During unit training staff are involved as learner participants in co-operative situations where there is a dialectic tension between immediate concrete experiences and related conceptualisation. This enhances learning (Kolb 1971).
3. Group problem solving is likely to enhance the acceptance and commitment which is critical to the effective and continuing implementation of change. (Kelly and Thibault 1969).
4. Unit training not only facilitates acceptance of specific programmes but helps train staff generally to understand organisations and the processes within them. (Gray 1976).
5. In a contracting situation where the acquisition of expertise by 'buying in' becomes less frequent, unit based training forms an effective means of staff development for both the 'learner participant' and the 'learner provider' (Isaac 1975).

6. Unit training has a symbolic function to fulfil in a system where training institutions are a distance away in that it highlights the roles staff as individuals and members of working groups play in initiating change (Havelock 1971).

(iii) Partnership in Management and Staff Development

In any organisation the task of management is:-

Setting Goals - i.e. the selecting, or helping others to select, objectives and the broad general policies for achieving them.

Determining Operations - i.e. the selecting, or helping others to select the activities that shall be permitted or encouraged. The launching and the maintaining of activities and the co-ordination between activities in order that the goals shall be reached.

Determining Resources

(a)

Human - i.e. the manning of, and keeping manned, positions in the organisational structure by defining requirements, selection of personnel, and training, guiding and supervising which will enable the operation to be performed.

(b)

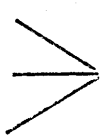
Material - i.e. the providing, and maintaining or encouraging and enabling others to provide and maintain the material resources which will enable the operations to be performed.

Creating Conditions - i.e. the creating, or helping others to create any other formal or informal arrangements or regulations that will enable the operations to be effectively engaged in and the resources to be efficiently used.

The management of an organisation operates at different levels and in education the levels are

1. National - Government and the Department of Education and Science level.
2. L.E.A. - County Council and its Education Committee level
3. Local - Educational Institution and its Governing Body level.

In Community Education the tenet to be followed, ideally, is that the closer to the point of implementation a decision is made and the more that decision is likely to be the right one for the particular circumstances. It is therefore important to have an organisational structure in which as much power in management as possible is devolved to the local level of management. This is instrumental in establishing a local organisational unit which is based upon the Community Education characteristic of **COMMUNITY PARTICIPATION** by involvement and partnership in control. The tasks of management, setting goals, determining operations, determining resources and creating conditions can then relate to the community served by the educational institution of the community as the ORGANISATIONAL UNIT. The Organisational Unit is then better able to resolve the issues under the four aspect of the organisation:-

- | | | |
|-----------------------|---|--------------------------|
| 1. Who is the client? |  | What are the objectives? |
| 2. Who decides? | | |
| 3. What does it do? | | |

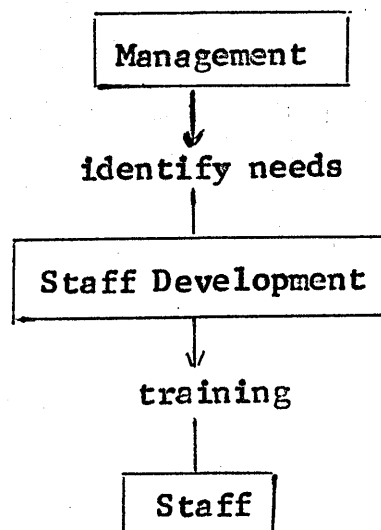
Staff Development and training in the context of organisational development in the management of educational units which are open organic systems of the kind I have discussed is a subject of some confusion and in need of clearer definition. The terms 'education', 'training', and 'development' are used loosely and 'staff' is a term which when applied to Community Education has to embrace key people like part-time paid staff and voluntary staff as well as the management of committee members and the few full-time staff involved in each organisational unit. Much of staff development and training is concerned with management development and training and this has been the traditional view by which programmes have been designed by Local Education Authorities to meet the professional needs of staff. This has added conflict between normative 'wants' and psychological 'needs' to the conflict which already exists between the institutional 'team' needs and those of the individual. (Marsh 1979).

Management training and development can, in broad terms be seen as:-

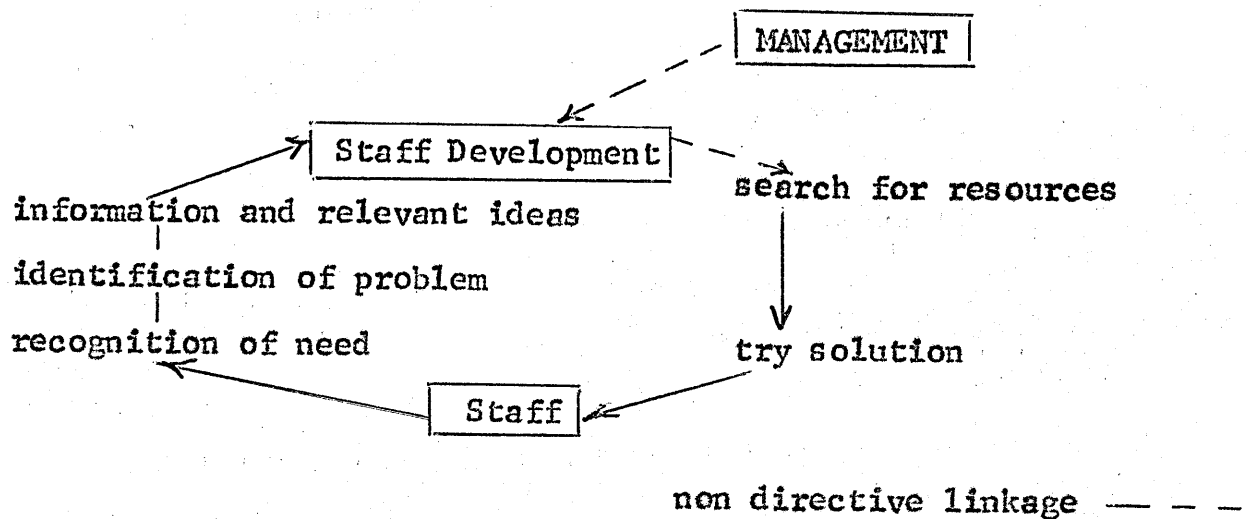
1. A collection of interrelated organisational functions including training management in their task, planning and appraisal.
2. An agent for change i.e. a means of bringing about change in behaviour of those involved in management in order to enable them to achieve an organisation's goals more satisfactorily.
3. A source of motivation by keeping alive the assumption that 'all may enter the halls of management and all may rise within them'

4. A development strategy for maximising the potentialities of each individual in the system, part of the continuing education of the individual manager at all stages in his/her career.
5. A philosophy or style of management which signifies certain sets of attitudes and patterns of activity.
6. A form of therapy centering upon a 'solidarity concept' performing 'motherhood functions'.

These perspectives give some indication of the range, in the literature on the subject, of largely unresolved issues of conflict between organisational and individual needs and purposes, between the differing requirements of structural, procedural and attitudinal change, and between activities which find mainly formal or mainly informal expression. There is also some confusion and disagreement about their inter-relatedness and whether or not they are all necessarily linked with improved task or role performance. Staff development and training based upon management development and training is regarded as a tool of management i.e. imposed from above and can be regarded as the Management Model. (Bristow 1973).



Some aspects of the above perspectives of management training and development in the Management Model of Staff Development and Training can be seen to be concerned with the needs of the individual in the management of the organisation but the emphasis is clearly upon the needs of the organisation. Most of the literature on this subject is based upon experience of management in industry and little is written about the alternative model where staff development and training is a 'shop floor tool' i.e. imposed as high as possible in the organisation from below and used to bring recognition of needs, identification of problems, information and relevant ideas to management in a non-directive link. This can be regarded as the Shop Floor Model



In its pure form this model relies on staff setting up own formal or informal development procedures with management in the background. The Shop-Floor Model has problems related to lack of definition in aims and objectives, difficulties in accountability and evaluation and 'when the chips are down' organisational needs take priority as a

management directive because of the non-directive linkage.

In educational management, and particularly in Community Education with its characteristic of community participation as a key issue in further development, valid staff development and training programmes must strike as equitable a balance as possible between organisational and individual needs and bring the two models together. For this to be achieved the change needed from the traditional view of staff development and training is so considerable as to become the main reason why there is so little experience and so few examples in educational management. Other reasons are:-

- (a) non teaching staff have largely been excluded from staff development and training
- (b) those involved in staff development and training have found themselves in conflicting roles - on the one hand being supportive and on the other evaluative and critical
- (c) the problem of the process of management having to cut across hierarchical structures and the professional self concept having a difficult relationship with a systematic approach involving objectives, evaluation, feedback, inputs, outputs etc.

In Community Education, by a commitment to local organisational units with considerable powers devolved from the Local Education Authority and staff development and training focussed on the unit level, some of the above reasons can be minimised and an equitable balance reached between the Management Model and the Shop Floor Model.

(iv) A Partnership Model of Staff Development and Training

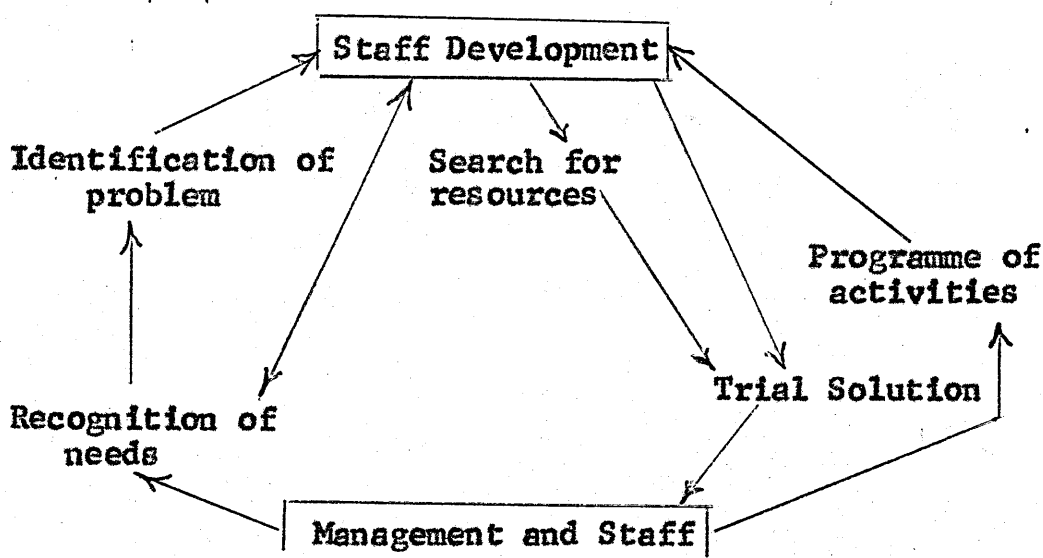
There appears to be very little written about the kind of model for staff development and training I am proposing for Community Education based upon a participative partnership

between all involved in the management of the unit of organisation. In a project report in partial fulfilment of an M.Sc. in Educational Management at Sheffield Polytechnic John O'Keefe researched the literature for a similar model and offered his analysis to others in like situations. (O'Keefe 1980). I have drawn heavily upon his work and with some adaptation formed the following synthesis.

Warren Piper (1975) is one of the very few writers who describe a partnership model of staff development and training. He sees staff development and training as 'a systematic attempt to harmonise the individual's interests and wishes, his carefully assessed requirements for furthering his career and forthcoming requirements of the organization within which he is expected to work'.

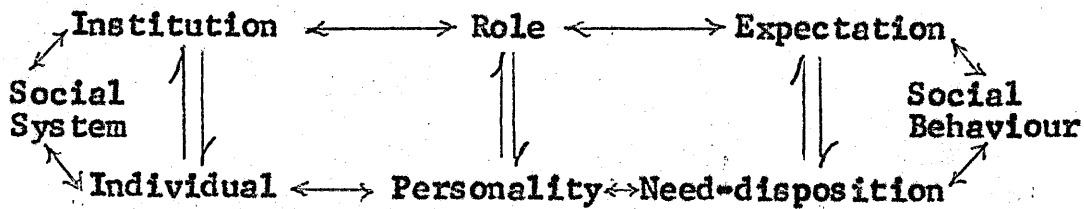
Warren Piper, however, sees management as the initiators of staff development activities and, although he sees the balancing of management and individual needs as important he gives the impression that self-perceived needs of individuals weigh very lightly in the harmonization of interests. O'Keefe suggests that a true partnership model would involve both management and staff in a synthesis of some of the features of the two 'pure' models, management and shop-floor, with each making some sacrifices. Management may concede some activities that may not always be to the direct advantage of the organisation, e.g. allowing staff time to take a further qualification which prepares them for promotion which they may well obtain outside their present institution. The precise balance would be for each institution to decide in full and open debate, anything less could establish a breeding ground

for uncertainty and suspicion which would wreck the partnership through mistrust.



A 'Partnership' Model of Staff Development attempts to take a balanced view of the personal and professional development of the individual and the needs of the whole organisation. It also puts the responsibility for staff development on all involved in the management partnership including both management and staff side. There is always a great danger in any other system that one side will see the other as being responsible for their development and the initiative being left to the other to recognise needs and develop a programme of staff development activities. Great effort will be required to balance carefully management and staff perceptions of needs for the benefit of the whole system. Getzels and Guba (1957) in their discussion of this problem, illustrates the many facets of the interaction as follows. They call the personal and professional needs of the staff the 'Idiographic dimension' and the needs of the institution the 'Nomothetic dimension'

Nomothetic Dimension



Idiographic Dimension

This gives an indication of the complexity of the undertaking. Clearly staff cannot be treated as one unit and cognisance has to be taken of the personality and need-disposition of individuals and the interaction with these of the roles and expectations within the institution. To reflect a perfect match between individual hopes, aspirations and ambitions and organisation needs is an ideal. Our aim must be to reduce uncertainty as much as possible and demonstrate that good management principles and not just chance are at work in promoting job satisfaction, effectiveness and attainment. The relevant component being 'effective resource utilisation' in the sense that Miles (1965) puts it - 'people not only feel good in their job, but they have a genuine sense of learning, growing and developing as persons in the process of making their organisational contribution.'

The Partnership approach would give staff a greater feeling of participation in policy-making and of identification with the organisation. It implies a confidence based on good personal and professional relationships. Such confidence placed on members of staff can, in turn, contribute greatly to their own personal growth and job-satisfaction and tend to motivate to greater commitment which in itself, is a major

component of staff development. This approach also appears to provide a suitable answer to the problem of who is best suited to the identification of needs within the programme. While 'wants' can be quickly established within the organisation, there is much greater difficulty in determining the objective 'needs' within the system. As Watson (1976) states: 'At both individual and school levels, there are considerable dangers in glibly assuming that any statement of 'needs' is either fully accurate or complete; rather, as in so many other aspects of educational life, it is essential to keep a balance on the one hand between a dogmatism which claims too much and a scepticism or diffidence which prevents any action at all on the ground that what is done might be incorrect. Ultimately, action must be based upon dialogue between those involved, upon the reasonableness and intellectual honesty characteristic of the best teachers'

I favour this partnership approach as the one most conducive to the success of staff development in our units of organisation in Community Education and would see staff development as being concerned with the continued growth and development of part-time staff, voluntary staff and management committee in a combined system through which the mutual identification of the needs of staff, school and pupils can be met. By this developmental approach and the incorporation and operation of such within the system all members of staff are provided with the greatest possible amount of personal and professional growth and job-satisfaction while they are working most effectively towards the achievement of the organisation's objectives and the growth of the whole system.

Balancing the Idiographic and Nomothetic Dimensions

Any organisation is likely to achieve its purposes more successfully when its staff work in harmony with its avowed aims and are happy and enthusiastic about their work, but matching organisational and individual needs is not always an easy task. It is, however, the very point on which the success or failure of staff development hinges and is, therefore, something which requires to be managed with great care. The management of staff development cannot be divorced from mainline management so in considering it one needs to ensure that general management policies of the institution contribute to the overall objectives of staff development.

One of the first most important elements to be examined must be the style of leadership prevailing.

Leadership:

Likert (1961) tells us that research findings indicate that the general pattern of operations of the highest producing managers tend to show the following characteristics:

'A preponderance of favourable attitudes on the part of each member of the organisation towards all the other members, towards superiors, towards work, towards the organisation, towards all aspects of the job. These favourable attitudes towards others reflect a high level of mutual confidence and trust throughout the organisation. The favourable attitudes towards the organisation and the work are not those of easy complacency, but are the attitudes of identification with the organisation and its objectives and a high sense of involvement in achieving them. As a consequence, the performance goals are high and dissatisfaction may occur whenever achievement falls short of the goals set'

This is a pattern of management aimed at tapping all the motivation forces which yield favourable and co-operative attitudes and maximum orientation towards realising the organisation's goals as well as the needs of each member of the organisation. The low producing managers, according to Likert (1961), feel that the way to motivation and direction of behaviour is through the exercise of control and authority, having jobs organised, methods prescribed and standards set. This gives a sharp dividing line between 'them and us', often accompanied by mutual suspicion with the tendency of employees to adopt irresponsible attitudes and management striving to keep control by precise organisation, strict procedures, incentives or threats and endless exhortations. In all organisations there must be a certain order and clarity of direction if things are not to fall into disorder. However, there must also be room for initiative and creativity to offset staff frustration and to allow personal development. This may work contrary to the idea of definite order.

Schumacher (1973) states that 'any organisation has to strive continuously for the orderliness of order and the disorderliness of creative freedom'.

Gibb (1969) feels that the development of such a favourable environment depends to a great extent on the climate of leadership prevailing. He says: 'The most effective leader is one who acts as a catalyst, a consultant and a resource to the group'. He helps the group to grow, to emerge, to develop and acts in a way that facilitates group strength and individual responsibility. The key to emergent

leadership centres in a 'high degree of trust and confidence in people'. (Gibb 1969). Instead of using defensive-leadership methods of skilled persuasion and reliance on rules to induce acceptance of leadership goals, the high-trust administration aims at participation in co-operative determination of goals, exploring of personal capacities and interests, maximising self-determination and self-assessment and increasing individual and group responsibility.

Some managers may feel a lack of control arising from this approach but in this situation intrinsic motivation becomes increasingly relevant and powerful and the need for superimposed control is diminished. Druker (1974) says: 'If we deal with a human being in a social institution, controls must become personal motivation that leads to control. Instead of a mechanical system, the control system in a human-social situation is a volitional system'.

The less effort needed to gain control the better is the control design. The participative trusting manager joins in creating a climate where control emerges from group processes, group responsibility and intrinsic motivation. For here is the true control of the organisation, what Druker calls 'its people decisions'. He feels that controls which are not in conformity with this ultimate control of the organisation 'will at best be ineffective and at worst can lead to endless conflict which may push the organisation out of control'.

This must surely be the ideal environment for the partnership approach to staff development, with staff committed to organisational goals and having a high sense of involvement, exploration of personal interests and capacities and maximising individual responsibility and job-satisfaction, standards

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of expectations set by group norms and individuals feeling a sense of failure or guilt if such expectations are not fulfilled.

Team-building:

The key skill in developing a committed staff from a group of individuals is skill in influencing others. To develop a high-performing team, the leader must be able to influence not only the overt behaviour of team members but also their thinking, their attitudes and even some of their feelings. The ability to influence others in this way is the basis of real power in any organisation. The essence of a good one-to-one relationship is mutual trust. It is a relationship in which neither party feels a need to keep defences up, instead both can be open, honest and respectful. This creates a feeling of rapport which establishes communication and keeps the channels open for constructive influence.

The Principle of Interaction Influence is discussed by Likert in his book, 'New Patterns of Management'. It concerns the influence a manager can exert on the total organisation and the influence he can exert on subordinates. In a volitional system the amount of influence a leader can actually have over team members is determined by how much the group is allowed to influence the leader. In other words, when a leader is willing to consider the opinions and the needs of team members in arriving at a decision or planning a course of action, affecting the whole group, they tend to respond with strong commitment and involvement in carrying out the decision or plan effectively. The team members are not, however, gaining influence at the expense of the leader, there is simply much more influence being exerted with everyone gaining in influence.

There is much more energy generated within the team. This is because commitment and involvement means that the members believe their tasks and the group goals important enough to warrant putting a great deal of effort into meeting team objectives. A leader who allows himself to be influenced by his team has increased his influence over them. Likert feels that people simply do not commit themselves and get involved in activities they cannot influence.

Applying this principle in our unit of organisation the leader mentioned above is not the Head or Senior staff alone but all those throughout the institution who have responsibility for a group of people including the part-time paid and voluntary staff and the members of the management committee. Whether the team allows the leader to maintain a high degree of influence on the team depends on the extent to which he is able to exert influence upwards on his boss and laterally on peer managers. So, this means that throughout our institution this principle must be allowed to operate with team members seeing that with and through their team leader they are participating in decision making on matters which directly affect themselves. In return then the leader can exert his influence with the team members feeling he is being constructive. Generally this means that the leader is sincerely interested in helping them support or enhance their self-image. Thus a good leader is one who is able to help people perform better than they could on their own.

(v) Partnership in Setting the Objectives of the Institution

An important act in the implementation of a unit staff development programme is the identification of the overall objectives of the institution. These will act as a guide to the staff development activities to which they will contribute. There is, however, a great uncertainty about the requirements of community education, with little agreement about what society wants for our students or expects from them. In the macro sense no one can speak authoritatively about what community education is intended to achieve except in terms so general as to be near useless for practical purposes. The objectives for each institution have to be identified in relation to the particular community it serves and made as specific and quantifiable as possible. Many of the objectives of the education service cannot be quantified in terms of measurable outcomes of activities. Some results of the educational provision can be easily measured, other cannot. We tend to lay emphasis then on those aspects which are quantifiable although these may not always be the most important. But even if helpful and worthwhile objectives were clearly stated there is so frequently a notable gap between theory and practice, between what is stated and what is actually being done.

One of the leader's most important responsibilities is that of setting objectives with his management team. These objectives to be challenging, must be set realistically high and must be clearly defined, perfectly understood and accepted by both leader and team members. This is more likely to occur when both have had a hand in setting the objectives. One of the advantages of the joint setting of performance or

performance-improvement objectives is that it gives both leader and team member an opportunity to discuss the member's current performance and the requirements of the position from both points of view. Usually, in joint goal setting, the leader is trying to determine how much improvement is realistic for the member and how much of a commitment to improving performance the member is willing to make while the member is determining how much the projected effort and expected results will meet his job satisfaction, provide enrichment of his role and increase his own self-esteem.

Much has been written about the effects of individual involvement in decision-making and how this relates to job satisfaction. Group participation in decision making has been widely advocated both on ideological grounds and as a means of increasing organisational effectiveness. When the effect of participation in decision-making on job-satisfaction is investigated there is a significant correlation between these two factors and it is further found that satisfaction is greatest when members participate throughout the whole decision-making process. (Cooper and Wood 1974). Open group discussion and evaluation of all alternatives give increased satisfaction even where the worker is not committed to implementing the decision. Benefits from participation appear to be related both to the degree of involvement and the levels at which it takes place. (Doyle 1971). It is found that participation which includes the final choice of alternatives appears to give highest job-satisfaction. (Strauss 1963).

But does participation in decision-making leading to job satisfaction lead to higher job achievement? Likert (1967)

came to the conclusion that participative goal setting which resulted in higher job-satisfaction for the individual does result in better performance. Participation and involvement contribute significantly to work motivation and increased job effort. Benefits from participative decision strategies also include increased productivity and quality and the development of employee motivation, trust and commitment. (Marrow, Bowers and Seashore 1967). Through such employee participation leaders can also benefit from subordinate knowledge, expertise and experience. Moreover, subordinate participation has been associated with increased employee support and commitment to organisation policies (Maier 1970). From all this research we see it is generally accepted that delegation of authority to allow for participation in decision making can have advantageous results both for the individual and the organisation as a whole.

In our institution for Community Education delegation of responsibility would be widely practised. How can we enhance job-satisfaction and commitment in this respect? We can look closely at the process of delegation, how it is managed, and what it means for the individual, for while delegation and participation in decision making and running of the institution can lead to organisational and individual benefits it can also be a potential source of conflict.

Delegation and Job-satisfaction

Delegation pre-supposes the placing of responsibility in the hands of a subordinate who is invested with the appropriate amount of formal authority to ensure that he is able to perform the given task. It is essential that the delegation of the responsibility is accompanied by the necessary authority

for the carrying out of the task otherwise the delegatee may find himself frustrated in his efforts. But even though the Head of an institution delegates responsibility and authority for various tasks, he nevertheless cannot escape overall responsibility for the functioning of the unit. The Head does not want to be continually 'looking over the shoulder' of the delegatee to see how he is doing the job and to 'keep him right' as this will remove from the delegatee the main benefits accruing from the process. But how is the Head to be aware that policy is being followed without giving the impression that he cannot trust his subordinate? With this in mind it is wiser for the Head to ask himself if the individual has got the capacity to perform the task effectively or what coaching/training would be required first. Then the individual is clearly informed of what is expected of him and care is taken that his perception of his role and duties is the same as that of the Head. He is given to understand that he will be held accountable not only for achieving the end result but also for the means of so doing. Accountability operates not only in a vertical direction. Efficient task performance is of little value if in the process other staff and pupils are alienated because of methods used. It is also advisable that a formal system of feedback is established at the beginning so that the Head is kept informed of progress.

By following this procedure the Head can maintain the appropriate level of control, determine where support is required and still maintain overall responsibility while sharing the load and providing greater job-satisfaction and growth for the staff member.

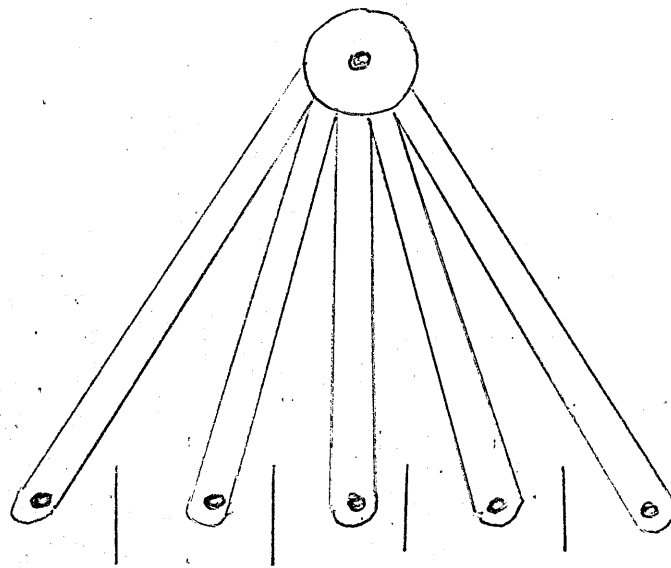
Peter F. Druker (1974) wrote:

'The Manager has the task of creating a true whole that is larger than the sum of its parts, a productive entity that turns out more than the sum of the resources put into it' In the large institution with its diverse functions and roles, the co-ordination of these relationships is one of the major responsibilities of the Head. His task is to integrate the working of the individual parts into an organic whole so as to achieve the objectives of the whole. The structures of organisation, then, must be seen to be related to this purpose of integration and not as bureaucratic structures which exist just for the sake of having precisely defined roles and organisation charts. Imposed, inflexible structures, unrelated to function, can be a severe incumbrance causing much staff frustration, often followed by passive acceptance which can be a real danger to the psychological atmosphere of the institution. Administrative efficiency should take cognisance of educational goals and stand in a positive relationship to them. For as institutions are concerned with living people who need to interact with one another, strict adherence to insensitive and inflexible structures just because institutions generally use them and because they appear to be administratively efficient can cause untold problems, hardships and frustration for tutors and students.

(vi) A Network of Overlapping Groups

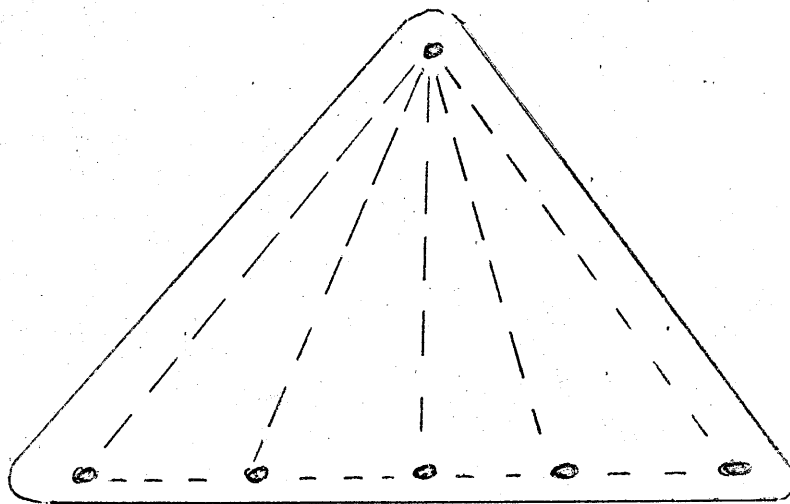
The main thrust of the participative partnership model of staff development and training is in the area of general management of the organisation. It is aimed at building a tightly knit and effectively functioning social system with each member committed to organisational goals and seeing their roles as challenging and meaningful and providing a sense of personal growth and job satisfaction. Assessment of performance is used for guidance rather than judgement and control emerges from group processes, group responsibility and intrinsic motivation. Participation is used to establish goals which are a satisfactory integration of organisational and staff needs. There is a high level of reciprocal influence with effort co-ordinated into a strong force recognising common goals. Communication is open, effective and efficient with full relevant information available for decision making. Many people are motivated to behave in ways consistent with the goals and values of their work group and management should make full use of the working group as a motivating and controlling agent. Our aim then is that staff should function not as individuals but as members of highly effective work groups with high performance goals. Our organisation would then consist of many of these effective groups linked together by means of people who are members of overlapping groups. The superior in one group may be a subordinate in the next group, functions are interconnected and no area is bound to the organisation through a single tie. This can be termed the group pattern of organisation as distinct from the man-to-man pattern.

(a)



Man-to-man pattern of organisation

(b)



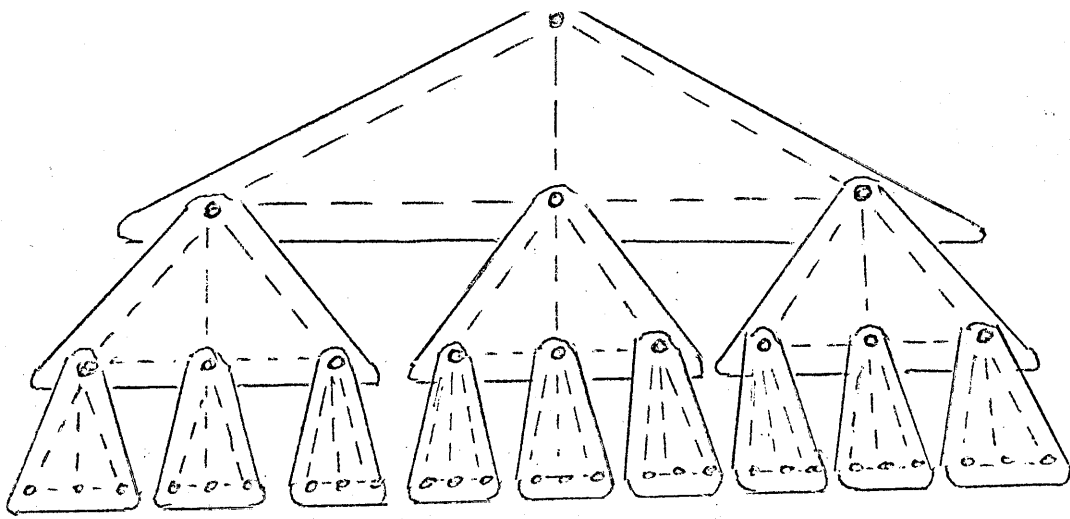
Group pattern of organisation

The man-to-man pattern of organisation enables a key person to benefit and grow in power by keeping as much information as possible to himself. He discusses matters with his superior from his own departmental viewpoint but one which may operate to the disadvantage of the entire operation. The distrust and fear created by his behaviour can adversely affect the co-ordination of effort. Each member is then trying to enlarge his own area of responsibility

thereby encroaching on others' territory. In the man-to-man situation, sharp lines of responsibility are necessary and systematically guarded. No one dares let anyone else temporarily take over part of his responsibility for fear that the line of responsibility may be moved over permanently. This system does not lend itself to co-operative and favourable attitudes. Aspects of our present organisation pattern can be recognised in this description.

In group decision-making each member contributes his own specialised knowledge to the decision making process but also makes other contributions. One may come up with imaginative ideas, another may be adept at analysing them and foreseeing outcomes, while another may be skillful in practical implementation. In this way, the different contributions, to planning and implementation, complement one another. Each problem is then viewed from the whole-unit point of view and it is virtually impossible for decisions to be taken from one viewpoint alone. There develops greater identification with the overall objectives of the unit and a high degree of motivation on the part of each member to strive to implement group decisions and be seen to be contributing to the achievement of group goals. If one person becomes overburdened or support is needed in one area, colleagues can take part of the load temporarily. This is possible in group organisation because the struggle for power and status is less than in the man-to-man system. Everyone's broad area of responsibility is recognised and occasional swings in one direction or another gives no cause for alarm. Promotion prospects are seen not in terms of width of responsibility but in terms of total performance towards which his work as a member of the group greatly contributes.

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The overlapping group form of organisation

Adapted version of Likert's 'Linking Pins'

Structure of Organisation

To achieve a closely knit organisation, the particular groups must be linked to the total organisation by means of effective overlapping. The overlapping function, however, will not bring the desired effect if the individual groups are not working effectively. If an ineffective group is high up in the organisation then it will have a very great adverse effect because the linking process is more important at this level, where problems and policies dealt with are more likely to affect the whole organisation.

It is advisable for superiors to hold occasional group meetings embracing two levels of subordinates. This enables the superior to notice any breakdown in the linking process. In fact, it is a serious risk for any organisation to rely on a single linking process between groups. For this reason, I have adapted Likert's model to allow for lateral overlapping of groups. Such lateral overlapping in Community Education could strengthen the organisation by providing a

matrix approach e.g. where management committees containing full-time staff organised on horizontal lines, is overlapped by a staff group which is organised on a vertical plan. The whole structure could be further strengthened by having effective staff groups and committees providing multiple overlapping through which co-ordination is achieved and the organisation closely bound together.

(vii) The Justification of Organisational Development through Staff Development

Simply discussing above the organisational development and staff development needed to promote Community Education indicates the need for training. What is not so self-evident, however, is the justification of devoting scarce resources to it and the form it should take. The most obvious way of justifying training is by showing that there is a measurable or assessable return in terms of improved performance. The fact that there are so far, few empirical studies published on the measurement of the effects of training on the performance of managers indicates that it is a difficult task about which it is difficult to reach conclusions. In the absence of satisfactory empirical evidence various other approaches have been adopted to develop confidence and some justification in the proposition that training for organisational and staff development has a significant effect in improving performance.

Firstly, the nature of the management task for Community Education is different from the traditional system and the change involved is such that training is needed for those involved to become effective and remedy deficiencies

in knowledge and skills to up-date, to inculcate fresh attitudes and to develop new confidences.

Secondly, there are 'a priori' reasons for supposing that training and development as activities, must affect performance in a beneficial direction. Management is essentially concerned with asking the right questions, analysing situations and taking control. The knowledge, techniques and skills, including those skills needed to get others to act and to translate decisions into activity of the right kind are not efficiently gained simply by experience. Experiential learning needs supplementing with the lessons emerging from the accumulated experience of others.

Thirdly, there are the intangible benefits of a healthy, more enthusiastic and adaptable organisation which are gained 'ipso facto' by bringing about the desired changes in management behaviour and techniques, in management style or philosophy and in the performance of individuals involved.

Attempts to evaluate the effects of training and development upon management in education have to face the well-known problems in assessing organisational outputs and individual performance in relation to the setting of objectives of institutions which has been discussed above. It is claimed that it ought to be possible to measure management performance in terms of the operation of certain specific processes and tasks (Glatter 1972). There is little, however, to indicate that this is being done and such evaluation is inhibited by fragmentation of the management function and resistance to the appraisal of individuals. In Community Education the diffusion of power and authority in a partnership in participation approach adds to the problems of evaluation

of both management of the task of achieving objectives itself and the training and development process.

What form should staff development and training take for the organisational effectiveness of units of Community Education and how can the management task be evaluated? The International Movement Towards Educational Change (IMTEC) has originated an Institutional Development Programme (IDP) which assumes that genuine development will only take place when those who live and work in the institution define the improvements to be made and has also outlined a general framework for evaluating educational institutions. (Dalin and Rust 1983). The Institutional Development Programme is committed to the value of a Survey Feedback Approach in a programme of organisational development.

From the beginning of organisational development there has been a reliance upon extensive use of data feedback in working with management. Most data based approaches usually include some form of:-

- (a) systematic data collection through questionnaires, interviews, observations of behaviour or examination of organisational records. Often this data collection is part of the diagnosis of the system.
- (b) working with the data to aggregate, analyse or interpret it.
- (c) giving back the data in a form in which the organisation can make use of it. (Nadler 1976).

Within this general framework two distinct schools of thought can be identified (Bowers and Franklin 1972).

- (i) focussing upon normal on-going activities rather than upon carefully devised and controlled situations. This school of thought is particularly appropriate to the single unit of

organisation as it concentrates mainly on inter-personal processes and considers the 'here and now' situation to be the major interest. Survey feedback within the context of human relations efforts consist usually of small questionnaires and interview schedules constructed by a consultant (who is working with the institution) intended to help the institution to identify problem areas or relate more adequately to already identified problems.

(ii) oriented towards using scientific knowledge and research to understand how complex organisations function. This originated not from the search by practitioners for more effective helping tools, but from the concern of organisational management researchers for better ways of moving new scientific findings from the producers (researchers) to the consumers (organisational managers). (Bowers and Franklin 1972).

Survey research endeavours concentrate, on the one hand, on the development of more rigorous survey techniques in organisational settings and then on devising a mechanism for making the research results more useable by management. The major potential advantage of survey data for local units of organisation for Community Education based upon participative partnership in management is that it provides input into the general picture of the institution which is derived from all those involved. People in powerful positions do not then dominate and a more balanced unbiased perspective is obtained. Perceptions and feelings are reduced to facts and figures which allows for comparisons to be made of differences and similarities between individuals and groups. The management of institutions is then based upon data rather than information which has supported prior preferences and feelings.

CHAPTER 4

MY RESEARCH METHODOLOGY

(i) The Key Issue

In Chapter 2 I tried to clarify the common understanding and practice of the concept of Community Education as being basically concerned with helping people discover and develop their personal resources of body, mind and spirit in order to become mature, creative and responsible adults in a changing society and in relationship with the community in which they live. In Chapter 3 I attempted to clarify the nature of the new educational institutions necessary to promote such a concept and suggested a possible management strategy for the required change based upon staff development and training linked with organisational development.

The professional educators involved in the diffusion of Morris's ideas and the development of Community Education within a growing number of L.E.A.s in England and Wales promoting the concept enthusiastically claim their success. Other professional educators and most of 'the community at large' appear indifferent and unimpressed by these changes which are taking place in our educational institutions. What inhibits the development of Community Education and resists change in the present management of Community Education by L.E.A.s? What is the key issue which is preventing Henry Morris's vision of Community Education from being implemented on a greater scale?

My research of the concept of Community Education and its characteristics, development and practice shows that it is not a sector of education like Primary Education or Adult

Education - education for a particular group of society and it is not education with an intended purpose like Health Education or Political Education. 'Community' before 'Education' gives the name of a concept which has become a major education development of recent decades. Community Education involves a process by which the educational development or change is achieved. Community Education as a process of educational development supports and is supported by many different purposes and sectors of education.

The main aim of Community Education, as shown in Chapter 2, is the development of education towards what is known as Continuing Education - education available for everyone throughout life from cradle to the grave, education related to personal development in a changing society. Continuing Education for personal development with a Community based Curriculum aimed towards Community Development are products of the Community Education process. Community Education is the process of re-defining education from its closed mechanistic traditional form towards a more open organic system, as shown in Chapter 3, which is closer to its original meaning and the needs of present society. Community Education is not exclusive of traditional education in its philosophy but seeks to change traditional education's exclusiveness in society's perception of education. As an educational development Community Education receives support in its aims from sociological, political, economical and philosophical perspectives and appears to be all embracing in its aims. The generally supported main aim is of making education available to everyone throughout life - education for personal development in a changing society.

In local education authorities, I suggest the key issue in the overall development of community education is the tension

between the community democratically organising its own curriculum and resources and development centrally organised by the professionals. There is also a tension between the responsibilities of elected members and their officers at county level and community representatives at local level. Communities need the valuable leadership and thrust from professional educational establishments but these are regarded as being too building based, dictatorial and paternalistic. The community on the other hand has enormous potential resources as an 'educating force' but is in itself a term of confused definition having a complex structure and defying organisation. Community education in some local education authorities has moved a considerable way towards the tenet that the closer to the point of implementation a decision is made the more that decision is likely to be the right one for those particular circumstances. Devolved powers have been given to local community education committees and the management committees of adult centres and youth centres. With a development of 'community schools and colleges' has come a need to examine the balance between 'community' and 'professionals' in new organisational structures.

Professionals and non-professionals in education, brought together nationally by the Community Education Association, state that in community education 'the focus is on people and how they as participants define their own aspirations and needs for education in a rapidly changing society'. If this is the *raison d'être* of community education we should seek an effective partnership between the potential of community participation as a democratic 'educating force'

and the necessary leadership and thrust from professional educational establishments.

The aim in community education is to extend educational opportunities for the early years of life to education as a continuous process for personal development throughout life. Thus education is not just an event in childhood but an experience available at any time in life (A.C.A.C.E. 1982). The prime objective is for 'lifelong learning' to be available from 'cradle to grave' to everyone in the community. To achieve effectively this objective through the process of Community Education each community needs cohesion from a democratic organisational structure where authority is derived from the community and issues made precise in evaluating needs, determining objectives and managing resources. Community schools and colleges have developed away from traditional mechanistic systems of school organisation and there are some examples of multi-professional and inter-agency approaches with varying degrees of participation by the community in management committees and user groups. The power of the professional educator in management of the curriculum and resources is, however, jealously guarded and educational establishments are some way from being the open organic systems necessary for community education. Local management committees with devolved powers have potential as 'educating forces' but have limited resources and inadequate training and leadership in their management role. A structure in each community supporting an effective partnership between 'community' and 'professionals' is needed to assist the development of community education and encourage inter-agency co-operation as well as the relationship

between voluntary and statutory organisations.

The unit of the organisational 'umbrella' structure needed should be based upon identifiable community areas which will differ in composition throughout the local education authority area and be reflected in the constitution of the unit.

The organisational unit would seek to embrace all the 'educating forces' of each community area in a 'federal' approach embracing a network of overlapping groups in achieving the objectives of community education - an approach which has been pioneered in both urban areas (e.g. Washington New Town) and rural areas (e.g. Ely area of Cambridgeshire) in this country. What should we call these units? 'School', 'college' and 'educational' labels turn away many potential participants as a consequence of their experience of traditional mechanistic systems of education and the name given should indicate a more open organic system which encourages participants to define their own aspirations and needs for education. The name should be one which will avoid barriers between existing educational provision in the community and support the development of potential 'educating forces'. The term for the unit might be 'institute' and as the prime objective is 'lifelong learning' for everyone each community could have an 'institute for lifelong learning'.

The basic ingredient of such a recipe for the development of community education is participation in partnership within the local community. There has to be a 'groundswell of opinion' and the 'will to do it' in each community which is balanced by a helpful and supportive local authority which devolves major responsibility for curriculum, staffing, premises and finances to the umbrella unit of organisation

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while retaining ultimate statutory responsibility under present legislation. Some local education authorities have already agreed to schemes for schools which give a greater measure of devolved responsibility for staffing and financial resources. There are also policies in existence which, although restricted under present economic circumstances are intended to encourage further community use of school buildings and playing fields. Local management committees of adult centres and youth centres with devolved powers have experience and skill in Adult Education and the Youth and Community Services which provide the focus for a 'groundswell of opinion' and the 'will to do it' for such a development. Further extension is centred upon the issue 'who decides?' and the balance between 'community' and 'professionals' in any participative partnership of an 'institute for lifelong learning'.

An 'institute for lifelong learning' brings together professionals and non-professionals in education and enables them to focus on people and how they as participants define their own aspirations and needs for education in a rapidly changing society. Such an institute is an attainable challenge for community education but is a very different organisation to those now in existence. The objectives are different, the clients are different. The decisions are made differently and the curriculum is different. These differences necessitate consideration of constitution, finances, evaluation and staff development and training within the unit.

Participative partnership in 'institutions of lifelong learning' is more likely to achieve the objectives of community education and bring further development with 'budding points' rather than tension between leadership and democracy with 'blocking points'.

(11) A conceptual framework for the development of
Community Education

Henry Morris's vision of Community Education was one of reforming the whole pattern of state education by conceiving of it as a great series of batteries, each cell of which was based on and charged by its own local community, each providing a continuous rich experience from birth to death and he insisted that we needed new institutions for this process. The 'institute of life-long learning' I have suggested for each community is the kind of new institution he envisaged and is the basic key educational unit of organisation for a local education authority wishing to provide Community Education. It follows logically that the institute should also be the basic unit for organisational development. This is supported empirically by the evidence on educational change that has emerged in recent years of Goodlad and Fullan. (Goodlad 1975) (Fullan 1982). I have also identified the key issue in the overall development of Community Education as being the tension between the community democratically organising its own curriculum and resources and the professionals in education organising curriculum and resources for them. The 'institute of lifelong learning' as an organisation must supply the necessary leadership and thrust as an educational force but this has to be in a partnership of participation with the community and its potential resources as an educating force. The 'institute of lifelong learning' is a different kind of organisation to the traditional mechanistic school which evolved from the historical feudal system of society. For Community Education to develop by grafting it on to the traditional mechanistic school the unit of organisation has to be the focus of development towards an open organic

'institute of lifelong learning' to meet the needs of a modern changing society. This means that those actually involved in the partnership of participation of the 'institute' are required to be directly concerned with defining needs, setting goals and participating in curriculum development. The key people are the 'staff' of the 'institute' involved in the partnership of participation - the management committee and part-time staff (paid and voluntary) as well as full-time professional staff. The development of educational organisations has, until the last 15 - 20 years, been more influenced by external forces than internal forces and for pedagogical rather than social reasons. While these influences and reasons are not inappropriate or unimportant the need in the development of 'institutes of lifelong learning' is for the focus to be on internal forces and for social reasons. The central tenet of my hypothesis is that educationalists and administrators in local education authorities which support the development of Community Education can assist the process of organisational development towards institutes of lifelong learning by providing staff development and training programmes based upon the unit of organisation and involving all the 'staff' of the 'institute' involved in the partnership of participation. This has been shown (Gross et al, 1971) to be an effective strategy in the management of planned organisational change, both as a change agent and a change catalyst in development from a traditional mechanistic school system to the open organic system of an 'institute'.

What evidence is there to support such a conceptual framework for the development of Community Education?

Per Dalin, Head of International Movement Towards Educational Change (IMTEC) which was established in the early 1970s as a project of the Organisation for Economic Co-operation and Development (OECD) has developed a similar approach based upon a strategy of the school as a base for the development of the school (Dalin 1983). In the report of his successful Institutional Development Programme Dalin shows how schools have increasingly become the focal point of education innovation activity and that the capacity of the school to adapt and develop is coming to be regarded as one of the central factors in successful innovation with ample supporting evidence. Dalin draws attention to the problems of using external forces in implementing a strategy of change being -

- (a) the requirement of generations of time to effect the change
- (b) no mechanism for **participants** to have a sense of ownership of identity with the change - usually resist the change and so fail to develop a unified professional community but reflect the political biases of the larger society.

Dalin also places his point of view in a contextual perspective by showing how in Western Europe modern educational reforms have focussed on the single pervasive structural condition of its dualistic schooling tradition and attempts at replacing it with a unified comprehensive school; while in the United States the school has been seen as a reinforcement of existing society rather than as a mechanism for fundamental social change. In both Europe and North America the new trends, especially in the last quarter of a century, have

increasingly based reform by education on empirically-grounded, technically sound and scientific findings linked with an organisational development model of change strategy based upon the local unit.

My conceptual framework for the development of Community Education will formulate a strategy for change which is similarly based upon empirically grounded, technically sound and scientific findings linked with an organisational development model at local unit level now advocated by educationalists. My change agent will be the development and training of 'staff' involved in the management of Community Education within a change catalyst of the unit level of organisation based upon a partnership of participation in the management of the unit.

(iii) Research Statement

My research was not intended to investigate the development of Community Education on a historical or philosophical basis but to clarify its complexity give understanding to current trends and developments and to find out how the process might be assisted. The intention was to undertake action research the findings^{of} which could be synthesised into a prescriptive definition of Community Education for the benefit of practitioners in L.E.A.s seeking to promote the development of Community Education.

Little has been written about trends in the development of Community Education. Rather than attempt to determine in quantitative terms what is a new and little understood development I decided to clarify its characteristics and clarify what is now happening. My thesis is a first mapping of a social phenomenon that is of sufficient recent origin that it has not been chartered elsewhere. I thought that, in exploring a new territory, concepts which had their origins in a different terrain would not be appropriate and attempts to frame and name what I found in the new territory in those terms would obscure any new vision.

I felt that in Community Education we needed to look more to the new areas of investigation in organisational management, leadership styles and systems thinking to find inter-relationships between the characteristics of Community Education in the new territory. What would then be the appropriate staff development and training needed to assist the process indicated by current trends in Community Education? It was with this approach in mind that I designed my research.

The aim of my research was to obtain information which would focus upon the part-time youth and adult tutors, voluntary helpers and management committee members engaged in the management of the local units of organisation for Community Education in L.E.A.s, to tease out their training needs in this role, to examine their relationships with professionals engaged in diffusion of the concept and see if the management task would be performed more efficiently.

My objectives were to:-

- (a) estimate the extent and nature of present training provision by L.E.A.s which was relevant to the local organisational unit for Community Education and to indicate trends and examples of good practice relevant to my hypothesis
- (b) draw attention to the roles of volunteers and management committee members and to examine their training needs
- (c) analyse the key issue of the tension between 'professionalism' and 'community participation' in the management of local units of organisation and consider whether this might be resolved through implementing the vision of an institute of lifelong learning with supporting staff development and training at unit level.

The outcome would inform the L.E.A. on their overall strategy for the development of Community Education and on future needs for staff development and training in particular.

Resources for the research were limited and it had to be planned within constraints of:-

- (i) no new resources being required either for the research to be done or for the outcome from information gained by the research

- (ii) the researcher engaged in the task part-time while holding responsibilities in a full-time job
- (iii) advice being increasingly needed for growth in the development in Community Education within the L.E.A. in which the researcher worked.

The first phase of my research was by a search of literature

- (i) to clarify the concept of Community Education by looking at its development and identifying its characteristics
- (ii) to examine organisational development and management theory to find an appropriate model
- (iii) to develop a framework relevant to the hypothesis in which to fit identification of appropriate questions and issues for the research.

The second phase of my research was concerned with

- (a) designing a research programme to test my hypothesis and 'illuminate' a strategy for the development of Community Education in Oxfordshire L.E.A. and its appropriate staff development and training programme

- (b) examining the extent and nature of present training provision by L.E.A.s in England and Wales

- (c) choosing two attempts at new kinds of organisational units for Community Education nationally to tease out the management issues involved when this is based upon a participative partnership

- (d) developing two case studies in Oxfordshire to highlight reality in practice of the issues and problems in the vision of an institute of lifelong learning

- (e) reviewing my hypothesis and identifying issues and principles for further research.

With these aims, objectives, resource constraints and concerns in the second phase I considered the options open to me in designing further research. Some quantitative research was necessary but I decided that the emphasis of my research would be through qualitative rather than quantitative methods. Burgess (1984) asserts that 'the shape, substance and style of educational research and evaluation have undergone considerable change in the last ten years. No longer are researchers who work within this field preoccupied with quantitative methods based upon statistical sampling, measurement and experiment, for much research now uses qualitative as well as quantitative methods'. Qualitative methods such as observations, interviews and case-studies have always been used by educational researchers to supplement, enrich and exemplify the results derived from quantitative approaches. Alfred Yates, formerly Director, N.F.E.R., suggests in his review of Burgess's book (Yates 1984) that what has changed over the past ten years is not the combination of quantitative and qualitative methods but the innovation of 'illuminative research' through exclusive use of qualitative methods. Advocates of this dismiss statistical sampling, measurement and experiment as pejorative terms and those who employ these sinister devices as 'number crunchers'. In my research there was a need for a certain amount of quantitative information in a new and under-researched field concerned with estimating the extent and nature of present training provision. The focus of my research concerned with staff development and training was, however, in the identifying of the roles of volunteers and

in my analysis of the key issue which I had identified in the development of Community Education and the management issues involved. For this, qualitative research through case studies, observation and interviews was needed and this method had limitations. 'Since statistical sampling is eschewed', Yates suggests, 'the results do not lend themselves to any form of generalisation and the illumination afforded is confined to the area on which the researcher's torch briefly shines'. (Yates 1984). To offset this criticism my research design started with some qualitative research at a 'macro' level to identify characteristics and examine issues in Community Education. Two case studies were then chosen from other part of the country and researched prior to the research of two case studies in the survey area. Since my research was intended to be action research in the L.E.A. in which the research was located and the findings were needed as the basis for action within the same L.E.A. I accepted the limitations of qualitative methods as a means of generalisation. The characteristics of Community Education concerned with process (community participation with local control and concept development by diffusion) have resulted in diversity between L.E.A.s of provision for Community Education. Attempts to generalise from statistical sampling in the main areas of my research would, I decided, have limited significance when related to provision in other L.E.A.s and so the emphasis in my research design was put on 'illumination' through qualitative methods rather than on quantitative by statistical sampling. The projected outcome was primarily to benefit the L.E.A. in which most of the

research was undertaken with the hope that this in turn would 'illuminate' the development of Community Education elsewhere.

(iv) Testing the hypothesis

The provision of education by L.E.A.s in this country is undergoing continuous change. Some progress has been made in moving from the traditional closed systems in Adult Education, Youth Service and Schools towards the newer open organic systems envisaged in the institutes of lifelong learning based upon community schools and colleges as local units of organisation for the development of Community Education. This change is recognised on a limited scale which varies both in its nature and extent in various parts of the country and even within local education authorities. The research strategy to be adopted has to take into account the patchy and fragmented but nevertheless significant developments which have taken place which because of the fundamental changes from traditional education are recognised by a limited number of professional educators.

In Community Education the focus is on people as participants determining their own needs and aspirations for education. It is the process which is important and not the organisational structure or the product. The research strategy to be adopted should reflect this emphasis in the qualitative approach used.

In view of the above considerations I decided that my research at a 'macro' level related to the development of Community Education in England should be restricted to:

1. a review of the literature from which I identified its characteristics and developed my hypothesis as described in the first three chapters of this thesis,

2. a postal census of all Regional Advisory Councils for Further Education to ascertain the extent and nature of any present provision by L.E.A.s for staff development and training in Community Education
3. selection of two units of organisation in different parts of the country as case studies from which I explored further the key issues in my hypothesis and teased out the research questions.

The above considerations of patchy and fragmented development in Community Education together with a need to focus in depth upon the training, perceptions and attitudes of people who would be involved in the participative partnership of institutes of lifelong learning brought me to conclude that the main emphasis of my research would be better conducted at a micro level to obtain qualitative findings.

In view of constraints upon time and resources I decided to base my research upon my own local education authority and within that area for which I had management and advisory responsibility as area community education adviser. This would have the benefits of being interwoven as part-time research with my full-time post and of becoming action-based research which could directly influence the policy and practice of Community Education in Oxfordshire. In view of these considerations I decided that my research at a 'micro' level should be by means of:-

1. a postal questionnaire survey of 'participative partnership' staff involved in Community Education in communities which had the provision of full-time staff and facilities for both Adult Education and Youth Service

but had also a school and was potentially a community for a 'community school/college' development in North Oxfordshire

2. using Burford and Chipping Norton where developments were beginning to take place as case studies to highlight reality in practice of the issues and problems
3. observations as a participant in other management committee meetings for Adult Education and Youth Service in North Oxfordshire to test a wider sample for the findings from the case studies
4. Individual interviews with key people concerning the blocking points and budding points.

My rationale for the research methodology employed in deciding upon the research design outlined above in response to my research statement is given in the following section.

(v) Rationale for Research Methodology

(a) Objectives and resources

By choosing at 'macro' level two case studies of institutions in other parts of the country of which I had considerable knowledge and experience from personal involvement in their development I was able with minimum research cost to analyse two of the first attempts in this country at establishing a new kind of educational institution for the development of Community Education. My personal involvement was not at the time that of a researcher but I was able to collect documents and information easily because of my involvement. This advantage compensated in some measure for the disadvantage of my personal involvement and the possible bias of which I was aware in conducting my research.

Similarly at 'micro' level by choosing to locate the major part of my empirical research in North Oxfordshire where I live and work I had a unique opportunity for research in greater depth within the resource constraints than would otherwise have been possible.

(b) Questionnaire Survey

The geographical area of North Oxfordshire comprising the administrative areas of Cherwell District Council and West Oxon. District Council is the largest of the three L.E.A. areas of Oxfordshire in size and population and includes both urban and rural communities of various sizes. Geographically this covers a mainly rural area some 30 miles long by 25 miles wide with a population of almost 200,000 people living in communities of varying size from small hamlets and villages in the Cotswolds to market towns such as Banbury with a population of 40,000. Although Oxfordshire started implementing

a Community Education policy at local government re-organisation in 1974 and although it has a chief education officer anxious to promote the new kind of organic open system of my hypothesis, in practice, when the research strategy was being designed in 1981 Community Education referred mainly to Adult Education and Youth Service as traditionally provided. Only one school in the county was at that time seeking to move towards becoming a community college - Burford. Two communities had attempted to unite their management committees for Adult Education and the Youth Service into a Community Education Committee but the rest had separate committees and separate professional staff operating in traditional Adult Education and Youth Service ways. These were the potential organisational units for institutes of lifelong learning in the area and those involved would be part of the strategy for change. The target population sampling frame used for the survey questionnaire was the complete list of part-time youth and adult tutors, voluntary helpers and management committee members supplied by each of the full-time staff responsible for every unit of organisation for Community Education in the area. I was confident of securing a high response rate by using my full-time staff as 'postmen' for delivering and collecting the survey questionnaires and I assumed non-responses would be similar to responses from similar roles and interests in the subject matter which was of close interest to the target population (Moser and Kalton 1971).

Sample To reduce the time taken and cost involved but to obtain coverage and stratification factors appropriate to the target population I decided upon a 50% sample selected by alternate names listed on the sample frame. Because I

was particularly interested in comparing results for the sampling frame sub-groups of part-time adult tutors, youth tutors, voluntary helpers and management committee members I planned to check the stratification factors in responses with those of the sampling frame for adequate responses from each sub-group.

Design The survey questionnaire was designed with the assistance of Mr. M. Blogg of Oxfordshire County Council's Research and Intelligence Unit, Mrs. J. Calder of the I.E.T. Open University and Mr. J. Hughes of the School of Post Experience Studies, New College, Durham. Structured questions were used throughout to obtain information required relevant to the research and when possible an open question adjunct to the main question used to put the respondent at ease and allow more elaborate information to be given.

Processing of Data The completed questionnaires were coded by Mrs. P. Crozier, in the area sub-office at Kidlington and then processed on the Oxfordshire County Council main frame computer by Mr. M. Blogg of the Research and Intelligence Unit using the Statistical Package for the Social Sciences system of computer programmes (S.P.S.S.) to provide the tabulated responses and cross-tabulations requested.

Resources This was a relatively cheap method within the resources at my disposal and had advantages over other methods in being widespread and overcoming clustering. An advantage of particular value in my research was that it enabled some respondents to answer personal questions more willingly and accurately with the opportunity for critical comment and to report less acceptable responses more readily (Evidence from U.S. National Center for Health Statistics 1965). There

were however some disadvantages of questions being possibly misunderstood, different answers not being treated as unrelated to other questions as all were seen together and there was no opportunity to supplement with observations of the respondent.

Interviews with Key People I did not use set questions and record answers in a standardised form in my interviews but had a set of key points around which to build the interview. Standardisation in formal interviewing is not sufficient to ensure the questions have the same meaning for all respondents. People are different and may therefore not place the same interpretation on the meaning of a standardized question asked in a standard way - a questionnaire might just as well be used. With informal techniques the researcher can tailor the wording of the question to each particular respondent and ask the questions in an appropriate order. My survey subject matter was highly complex and emotional and so choosing an informal approach gave greater flexibility and was more likely to succeed in getting to the heart of the respondents opinion.

I disregarded the extreme form of informal interview - completely non-directive as time consuming and inappropriate for my existing relationship with respondents. I developed a style which began with the casual or conversational interview used by Zweig (1948) in his various studies but then moved on to the guided or focussed interview described by Marriott (1953). This was not based upon set questions but open ones designed to encourage the respondent to talk freely around the topics found in my earlier research to be crucial in the context of my study.

In this approach I recognised that interviewer bias can be a real problem. There is also greater difficulty in summarising and quantifying the responses which must be used differently to those obtained from formal interviews with the detail retained and not compressed into tables. It is also I found a slow approach and expensive on the researcher's time.

Participant Observation

I decided that participant observation was a good method for investigating the problems in which I was interested as it would be reasonably reliable if I tried to be objective in observing what was going on and was supplemented with interviews and studies of documents and records of meetings. I could obtain the information I required directly and find out what people felt rather than what they might say they felt about the subject matter.

For predicting future behaviour answers to questions are notoriously weak and observation of present behaviour hardly less precarious. Sometimes however if future conditions can be simulated present behaviour may provide a good indication of future behaviour on the assumption that timing is relatively unimportant i.e. people's behaviour now in a set situation is the same as it will be in the same situation in the future. I used this assumption to observe meetings of the management committees of the organisational units who at present have some devolved management power from the L.E.A. as the basis for inference of their behaviour if given greater devolved management power in their unit.

Participant observation is open to bias in the researcher's perception of the information and its interpretation and

recording but I tried to keep this under control by my efforts at accurate observation and recording. Riley (1963) suggests that the presence of the researcher in the group restrict his understanding of the situation by a biased viewpoint effect and the researcher is given access only to information associated with the role. As an L.E.A. adviser I was a member of the management committee groups before the period of research and the groups were not aware of my dual role of researcher and L.E.A. adviser. The danger of this however was that my familiarity with the proceedings would impair my vision in observation.

I hope that my own skill and personality, my established respect and friendship of the groups combined with ability to interpret what I saw and heard enabled me to form a picture more vivid, complete and authentic than is possible with other procedures. Past experience and support from management committee documents to which I had access provided me with an unusual insight into why as well as how of particular actions in the working of the organisational unit. Participant observation has the merit for my research of providing a means of studying the whole system with its many inter-relationships in great detail. There were however dangers in having pre-conceptions and fitting people into stereo types. I also made conscious efforts to make the subtle distinction between inference, based upon my own perception, and observation.

Timetable The research survey in North Oxfordshire was conducted over a three year period from September 1981 to September 1984. During this period I attended as participant

observer every management committee meeting involved in the Burford and Chipping Norton case studies. Under their constitution these are required to be held once a term in each year and because of the developments taking place extra meetings were held. During the research period I attended 11 meetings at Burford and 14 meetings at Chipping Norton. My attendance at meetings of other management committees in the survey area was at a minimum of at least once in each year of the survey to every committee involved. I also personally interviewed during this period the 'key people' involved in the management of each unit - the head of the educational institution, the person appointed to promote and develop Community Education and the chairman of the management committee of each of the organisational units for Community Education in North Oxfordshire. The questionnaire survey was conducted during Spring 1983 and analysed during Summer 1983.

Review of Literature Interest in Community Education as a concept has grown considerably in the last ten to fifteen years and with it has come a growth in literature. The literature now available is still in the classifying, ordering and descriptive stage because it is not agreed what is relevant and what is not. As Professor Spratt (1949) wrote about Sociology in its early days 'it is like random botanizing, collecting data, statistics, personal case histories and the like to provide material on which theorists can build but at the same time it must be admitted that while unbiased and unverified hypotheses are empty, a mere collection of data is blind'. Similar comments can be made about the recent growth of interest in Educational Management and Community Education.

As a professional educator with experience in a number of relevant roles during the past twenty years I have been personally involved in the growth in interest in both Community Education and Educational Management and have read widely in these and related fields and accumulated a wide range of relevant books, papers and documents. Chapters 2 and 3 indicate some of the results of my concern for a descriptive fact finding enquiry to clarify the concept of Community Education and relevant Educational Management. These chapters and later literature review excursions in this thesis are not claims towards a historical or philosophical thesis but some contribution towards clarification and understanding of a new and complex subject area. I have also used studies undertaken as part of previous post-graduate diploma courses in Adult Education and Educational Management as part of my broad ranging search of literature.

CHAPTER 5

THE PRESENT MANAGEMENT OF COMMUNITY EDUCATION

BY L.E.A.s IN ENGLAND AND WALES

(i) The Extent and Nature of Present Training Provision

It is not unreasonable to argue that the relevance and quality of Community Education as a service promoted by Local Education Authorities through community schools, colleges and centres and the effectiveness of the practice of participation through partnership between 'community' and 'education', depends to a significant extent on the relevance and effectiveness of the learning opportunities generated and the support provided for training in the service. My research of current literature suggests that there is as yet relatively little training provided specifically for Community Education which is relevant to the organisational development and staff development needed as discussed in a previous chapter. It is therefore essential for L.E.A.s to review their policies for present and future training provision for people who are seen to be the focus of training, to examine their roles and responsibilities, their background and skills, their expressed needs and expectations from training and to identify who the trainers are who will provide the necessary support.

It is also logical to argue that at a time of economic difficulty in local authorities when the watchword is cost effectiveness by providing needed services at lowest cost the limited resources for Community Education can best be used in supporting self help schemes and autonomous local organisational units. Such support in the form of staff development and training focussed upon key people engaged in the management of those units will produce cost effective

benefits by the multiplier effect shown in the Thompson Report findings of 1983.

The focus of staff development and training for Community Education in order for it to become an open organic system in which the participants define their own aspirations and needs and which brings together professionals and non-professionals in education has to be upon the members of the management committees, part-time staff and voluntary helpers who are the key 'staff' of organisational units. L.E.A. resources are so limited for non-statutory provision of education that it is unrealistic to plan development in terms of an expansion of full-time staff even if this was thought desirable, as the following ratios of full-time staff being professionally trained to population numbers indicate they will be spread very thinly throughout the country:-

For the school sector 1:65 of population

For the whole post-school sector 1:4,850 of population

For formal non-vocational adult education 1:15,000 of pop.

For formal youth service 1:15,000 of population (Elsdon 1975).

The staff development and training of full-time staff are important in the diffusion model of the concept of Community Education and in its management at an area or county level. At the local community level of organisation with increasing local autonomy and participation in partnership between 'community' and 'education' the effectiveness of the local unit will benefit most by staff development and training focussed upon the staff involved in its management. Full-time staff of the L.E.A. will have an important role in giving professional support and leadership to the local unit of organisation in its development and training.

What is the extent and nature of present provision for staff development and training in Community Education by Local Education Authorities? The census of the ten Regional Advisory Councils for Further Education (see Appendix A) undertaken by the author in 1981 showed a variety of provision for training part-time tutors in Adult Education and the Youth and Community Service but provision was unknown to these bodies in their area as being specifically for Community Education. The Curriculum of part-time tutor training courses provided by local authorities in the regional advisory council areas are largely intended to increase the traditional professional competency of participants in traditional educational institutions. The absence of training provision and lack of response to the need for staff development policies throughout most local authorities seeking to promote Community Education in more open organic educational institutions was confirmed by interview with experienced staff at the National Institute of Adult Education, the National Youth Bureau and the Community Education Development Centre. The reasons for this probably lie in the statutory and historical basis on which the new developing service is being provided.

The Education Service in England and Wales is managed under the terms and conditions of the 1944 Education Act and its subsequent amendments. The central premise of this Act still remains unchanged - it requires the Secretary of State 'to promote the education of the people of England and Wales and the progressive development on institutions devoted to that purpose, and to secure the effective execution by local authorities under his control and direction, of the national policy for providing a varied and comprehensive educational

service in every area' (Act 1944). Similarly a county council, as the local education authority, secures the effective execution of its duties through the County policies and the Articles and Instruments of Government for their institutions which promote education.

Community Education is not mentioned by name in the 1944 Education Act, Section 8 requires every L.E.A. 'to secure that there shall be available for their area sufficient schools', Sections 4 requires then 'to secure the provision for their area of adequate facilities for further education', and Section 53 'to secure that the facilities provided for their areas include adequate facilities for recreation and social and physical training'. The basic philosophy of Community Schools, Colleges and Centres is to serve as the major focal point for educational provision in their area and this embraces Section 8, Section 1, and Section 53 by inter-relating the provision of schools, youth work and adult education, with the provision of facilities and resources. The management arrangements for such institutions have perforce been partially on an extra-statutory basis. Some authorities have for some time been pressing through the Department of Education and Science and the Association of County Councils for legislation to be amended to reflect the growing reality and existence of Community Schools, Colleges and Centres (A.C.C. 1982).

Legal advisers consulted have drawn attention to devices in the instruments and articles of government which appear to have circumvented some problems experienced by authorities in developing a Community Education policy. The position seems to be that those authorities which have devised arrangements which work well are content to continue along these lines without raising too many legal or constitutional questions. In their

view, the problem is not a serious one. The Department of Education and Science have felt able only to reiterate the legal position and have not heard of particular difficulties. The Department notes it is ironic that, though there may be no legal basis for wider provision under the articles of government for Community Schools, Colleges and Centres, in practice they seem to have operated very successfully. (A.C.C. 1982)

In such circumstances the promotion and development of Community Education has owed much to one of the characteristics and practices which I identified earlier - the diffusion model by full-time, part-time and voluntary staff in sympathy with the concept. Their enthusiasm and commitment has been sufficient to circumvent the problems of inadequate legislation. This has important implications for management in staff development needs - both in terms of further diffusion of enthusiasm and commitment to the concept and in the knowledge and information needed to circumvent the problems arising from inadequate legislation.

The fact that volunteers form the largest group is one of the most striking features of Community Education. There are very few other services which have succeeded in harnessing voluntary manpower to the same extent and as effectively, and not many have even tried. This is partly due to the main strands of provision historically being conceived and developed from a voluntary basis and the service remaining true to the first principles. It is also due to Local Education Authorities making definite efforts to make and keep a place for voluntary efforts in their strategies. The result is that, as is now recognised, in terms of resources for Community Education the voluntary elements added to the unquantifiable amount represented

by the subsidised use of premises and equipment together produce a 'multiplier effect' of the order of 10 i.e. an input of approximately £100 million annually by L.E.A.s on for example the Youth Service which produces resources estimated at £1,000 million (Thompson 1983). This is a very strong and powerful argument for L.E.A.s adopting staff development and training strategies which support part-time and voluntary staff and enable them to perform their role efficiently and effectively.

At present there are about twenty-five out of the ninety-six L.E.A.s in England who have one or more Community Schools, Colleges or Centres. In each institution the number of full-time staff engaged exclusively in managing the promotion and development of Community Education is usually very small and may be only one in some authorities. In Chapter 2 I identified two of the five major characteristics of Community Education as being Community Participation, by involvement and control, and Concept Development by professional diffusion and a multi-professional approach. In Chapter 3 I suggested a partnership model of management was needed for the 'institutes of lifelong learning' promoting Community Education as local organisational units. The PARTICIPATIVE PARTNERSHIP is achieved through working relationships in management of the institution between the very small number of full-time staff and much greater numbers involved in the multi-professional and multi-agency approach. This comes from a multi-source input with staff working 'across the board' and at 'unsocial hours', flexible and comprehensive provision of resources and considerable emphasis given to the importance and recognition of supporting staff such as caretakers, clerical assistants, coffee bar assistants, voluntary helpers and

voluntary agencies. The only factor common to them all is that they have chosen to PARTICIPATE, most of them in their leisure time, in the concept of Community Education.

Since in Community Education the focus is on people and how they as participants determine their own needs and aspirations and those involved have chosen, largely in a part-time and unremunerated capacity, to participate in the concept of Community Education then it is reasonable to argue they must be involved in the MANAGEMENT AND DECISION MAKING of the institution. It then follows that the Local Education Authority should provide support for this through staff development and training in order to provide an efficient and effective service.

CONCLUSIONS

The extent of present training provision for Community Education by L.E.A.s is negligible and the nature of what little training there is seems inappropriate for the needs of a developing service which requires a participative partnership model of management. The needs of Community Education part-time youth leaders and adult tutors, voluntary helpers and management committee members for staff development and training in performing the roles expected of them in the management task requires further investigation. Ways have to be found of making maximum use of the wide range of existing knowledge and skills derived from previous experience and training which they bring with them when participating in Community Education. In an institute of lifelong learning what are the roles of those who participate in the management task largely as volunteers, what are their particular training needs and how can they be met by the L.E.A.?

(ii) Issues involved in the development of Community Education based upon a participative partnership of those involved in its management

Several community schools, colleges and centres in different L.E.A.s in England and Wales (see Appendix B) are the subject of published literature and research from which in Chapter 2 I identified the characteristics of Community Education. Each new community school, college or centre as it develops makes some attempt towards becoming managed by a participative partnership between the professionals and the community with varying degrees of success. To explore further the key issues in my hypothesis which arise from these attempts and find appropriate questions arising from practice which would be appropriate for use in my North Oxfordshire research I first examined the issues arising in the development of a number of schools (Listed in Appendix C) and then chose as case studies two which it would be possible for me to research in detail:-

(a) Sutton Centre, Nottinghamshire, a well known and well documented development where I had lived and worked in the community and been an L.E.A. officer when it was planned.

(b) Oxclose Community School, Washington New Town near Newcastle where I held a senior staff appointment with responsibility in its development.

Characteristics and Issues - towards a framework for investigation

By implication a community school has to respond to the conditions and challenges of its environment, thus no two community schools will be identical. As Midwinter says 'It is essential that the flavour of each community school is characteristic of its context'. (Midwinter 1973). This means that each community school has to draw its own conclusions as to the role it should play. Foster agrees with

Midwinter saying that "there can be no blue print" for community schools, but he does suggest that there has been enough experience of community schools for educationalists to identify common practices within these schools and to suggest what may be considered to be the minimum requirements for a school to be called a community school. (Poster 1977).

All of the schools studied seemed to have comprehensive provision for CONTINUING EDUCATION and to encourage the dual usage of their facilities, the classrooms, workshops and sports facilities, when they were not being used by the school. However, as John Sharp the ex-Head of Wyndham Community School suggests "It has never brought the community together any more than does the common use of a railway station or bank". In every school studied it was found that use of facilities was overwhelmingly dominated by the needs of the statutory age group and use by the community was a secondary consideration when objectives were considered. (Sharp 1973). It does make good economic sense to use scarce or costly plant to the full, but this would hardly seem to be enough to warrant the 'community school' label. The issue raised is who is the client for whom provision has been made - what are the objectives of the organisation?

A second common element to all of these schools appears to be an emphasis on fostering COMMUNITY PARTICIPATION by involvement and control in the school. All of the schools studied had parent-teacher or other school based associations and some degree of community representation on the governing body. This would indicate that as an absolute minimum community schools must encourage full use of their resources

by the community and have some community representation at management level, both of these ideas being expressed by Morris. However, as Hatch and Moylan point out, although these schools are far removed from the type which have signs saying 'Parents not allowed beyond this point' they nevertheless represent only moderate enlightenment and do not differ significantly from the many existing progressive secondary schools which have evening classes using their facilities and stressing parent-teacher relationships. (Hatch and Moylan 1972). In the last ten years these similarities have become more apparent. The rise of a comprehensive system of education has resulted in the majority of schools taking all pupils regardless of age, aptitude or ability from their catchment area. The Taylor Report recommended that all schools should have equal representation on their governing bodies of L.E.A., school staff, parents and the community. (Taylor 1977). How then are community schools different? The difference seems to be in the extent to which the community is able to control premises and resources, manage finances and make decisions - who decides these matters. The issue raised is who decides - what are the objectives of the organisation?

Since 1970 there seems to have been a more radical approach to community education in schools. This can be seen in the change of names. The term 'community school' is still used but in place of the community college label, there has been a move to the 'Centre' or 'Complex' label as they have attempted to include a wider range of social and educational services. Morgan suggests that the 'contemporary

examples in this category are at an early stage of development, yet their range of functional components is so much wider than mere educational services that the term 'community school' looks increasingly redundant, if not a misnomer'. (Morgan 1975). These 'new' community schools then try to include a variety of services under one roof. Thus the ones I studied all provided some facilities for the elderly, rooms for the community and made some provision for the pre-school child. In addition to this they would appear to encourage the joint use of facilities both of an educational and recreational nature. As Mitson, Principal of the Abraham Moss Centre says, it is in an attempt to 'foster a sense of corporate identity, of knowing not merely what the place has to offer and how to get the best out of it, but also how to behave as a community'. (Mitson 1975). In some centres pupils and adults study together both during the day and at night. Sutton Centre refers to these as 11th Sessions. These schools also have a commitment to mixed ability teaching and have some form of a community service course. Here the similarities appear to end, for whilst some see a form of COMMUNITY CURRICULUM as important, either in its influence of the whole of the curriculum or as a 'subject' separately studied, at Abraham Moss this is not so. At the Abraham Moss Centre the 13 - 18 years follow a 'range of courses related to their personal, moral and social development, based on a concern about the life around them' which includes community service work. However, it is not timetabled as community studies, nor do they have a community based curriculum for Mitson argues against the benefits of this saying that,

" if you have a community based curriculum with surveys in every area, the children get completely tired of 'community' after two years and don't want anything to do with it". (Jones 1978). In contrast to this at Sutton Centre all of the pupils spend half a day a week in the Personal Relationships and Community Service department and many of the other departments use the local environment and community as their starting point. " Some such as Personal Relationships and Communications and Resources will base most of their work on local, practical levels. All use the local community - the shopping precinct, market place and park as an extension of their school-based resources". (Wilson 1977).

It would seem that even these 'new' community institutions do not contribute a great deal to COMMUNITY DEVELOPMENT even though they have community service as part of their curriculum. Where they do seem to play a part in the development of the community other than this, it is either in the dissemination of news of what the community is doing or by providing a place for community meetings. Hatch and Moylan suggest community development in school is, " partly a matter of what the children are taught, partly voluntary work by older children, partly of facilities that the school can make available to local people - but it is also a matter of active involvement of teachers with local adults". Thus this would suggest that some of the newer community centres are trying to fulfil this role but that it is not yet carried out by all community schools.

In my development of the concept of Community Education above I identified an additional characteristic as being CONCEPT DEVELOPMENT itself by the diffusion model

of leaders in sympathy with the concept and expansion of the professional educator approach to a multi-professional approach. The overwhelming dominance of professional leadership in CONCEPT DEVELOPMENT determines the content of the COMMUNITY CURRICULUM and the extent of COMMUNITY DEVELOPMENT - what the school does.

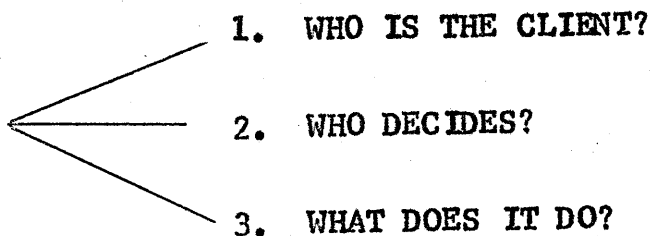
The issue raised by these three characteristics is what does it do - what are the objectives of the organisation?

A Framework for Investigation

The three organisational issues which arise from the characteristics of Community Education identified in Chapter 2 can be classified under a framework of three aspects of organisation related to the objectives of the organisation as suggested by Watson in Chapter 3.

The Organisational Issues of Community Education

What are the
objectives of the
organisation?



The organisational issues in two case studies:-

- (a) Sutton Centre, Nottinghamshire
- (b) Oxclose Community School, Washington New Town,
Tyne and Wear.

Does research of their development reveal organisational issues classified under the above framework? What are the key issues which have restricted development of the concept?

(a) SUTTON CENTRE

Sutton Centre opened as a school in 1973 and was seen as a unique opportunity to put Sutton-in-Ashfield on the map. (Stone 1971). Whilst the idea of community education was not new, this particular combination of facilities and service was. Benjamin suggests "Sutton Centre . . . represents an imaginative experiment in design, education and community provision". (Benjamin 1978). The idea and aims behind this notion of community education are perhaps best described in the feasibility study commissioned by the Nottinghamshire Education Authority. Mr. J. Stone, Director of Education resolved to 'remove education from the monastery and put it in the market place of life'. A site for the school was chosen in a re-development area adjacent to the town market place and other community facilities incorporated into the design. 'It is important to realize that what is envisaged is not a school surrounded by a number of other buildings linked more or less closely to it but an organically integrated unit, freely accessible, within which it will often be difficult to delineate a particular component. There will be no perceptible line of demarcation between school and adult education facilities, or between sixth form and youth service Coffee bars and dining areas will serve the school and the adult community alike, while it will be impossible to say where the school facilities for physical education end and the sports centre begins" .

According to Robbins and Williams both the ideas of Morris and Midwinter were visible influences on the design of Sutton Centre. The Director of Education, James Stone, and the County Architect, Henry Swain, had both previously been influenced by Morris's ideas. James Stone worked in Leicestershire under Stewart Mason and Henry Swain had worked with Sirrat Johnson Marshal in Hertfordshire. Their influence on the county's approach to community education can be seen in the programme of joint-use sports complexes which was implemented in the late 1960's. The influence of Midwinter's ideas can be seen in the policy of positive discrimination in favour of areas suffering from multiple deprivation, deprivation being defined by a county study on deprivation 1975 as 'a relative concept, measured not by objective standards but by a comparison with the relatively superior advantage of others'. (Robbins and Williams 1976). In addition to this, Charles Betty, the Director of E.P.A. Deptford project, was appointed as Nottinghamshire's Adviser for the socially disadvantaged to encourage home-school liaison and to be responsible for 'community' teachers. It was with this background that Nottinghamshire's Education Committee identified a need for a new secondary school in Sutton-in-Ashfield and saw the opportunity for school and community involvement to go further than a joint-use sports centre.

Sutton-in-Ashfield is a town of 45,000 people situated 14 miles north of Nottingham. Traditionally there have been two major modes of employment; coal-mining for the men and the hosiery mills for the women. The

feasibility study showed that whilst there was a strong sense of community encouraged by the nature of their work, this was fragmented. Sutton was described as 'a town without a heart', 'a wheel without a hub'. (Stone 1971). The researchers interviewed people in all walks of life in Sutton to identify their needs, which proved to be very similar. There was 'now't to do', the town died when the shops were closed, there were no facilities for cultural activities, nowhere for meetings to be held, nowhere for youth and adult groups to meet and many of the existing social services needed new premises.

As Stone suggested, 'Not only did Sutton need a new comprehensive school and a sports centre, it needed facilities for youth work, daytime as well as evening education provision for a shift working community, a centre for the aged and physically handicapped, a health centre, a community theatre, a place for large scale choral performances, new offices for the careers service and for the area social services. Above all it needed a new heart'.

The Adult Education Department of Nottingham University devised a five year research programme which was to make a formative evaluation of the Sutton Centre which was seen by the Authority as a model for other such Centres to be developed elsewhere in the country. Funds were, therefore, provided by the D.E.S. for a research fellowship at Nottingham University to be based at the Centre itself.

Examination of the Organisational Issues in the
Sutton Centre Case Study

What are
the
objectives?

1. WHO IS THE CLIENT?

2. WHO DECIDES?

3. WHAT DOES IT DO?

1. Who is the Client?

From conversations with people in the local area it would seem that there are still many people in the community who have never set foot inside the centre let alone used the facilities on a regular basis. These people still see the Centre as just a school for the children. Others can find themselves involved at the Centre several times in the week. However as the Probation Services pointed out to me, the people who most need something to do, cannot afford to use the facilities because of the fee required for the various classes and activities and the exorbitant bus fares involved in getting there. They suggested that instead of having one central set of facilities it would have been better to have had them distributed throughout the whole of Sutton. Another problem which has emerged from the facilities being housed on a central site is the fact that it is difficult to park near to the school, a problem realised by the Sports and Leisure Manager, Mr. Ken Harlow, who is responsible for organising all large special functions at the Centre.

Evidence from Fletcher (1978) would suggest that residents in Sutton-in-Ashfield comprise about fifty per cent

of the users of the recreation centre, the other major group being from Mansfield the neighbouring town. A small survey of some fifty Bunker (coffee bar for young people) users made in May, 1977 showed that about one third of the users were pupils at the school, one third were in employment and the remaining third attended the other secondary schools in Sutton. These and other surveys carried out by Fletcher^{/1978} show that the Centre serves not just its own pupils and their relations but the majority of Sutton. However, fears that commuters from Nottingham, Chesterfield and other towns out of the immediate neighbourhood, would tend to monopolise the facilities causing parking and other related problems would seem to be unfounded. The Centre appears to be used by many of the people it was designed for. Obviously, not everybody uses the facilities and some people do travel from Nottingham to use them. Sutton Centre, however, does not appear to be the costly embarrassment feared by some who saw its extended usage as causing 'insurmountable problems' in offending nearby residents through people leaving noisily late at night, dropping litter and the difficulties involved in cleaning, repairing and maintaining facilities. Some of these fears were groundless as the Centre is surrounded by shops on the North and by the High Pavement re-development area to the South, so that there is not a residential area in close contact with the users. Vandalism is also less of a problem than was initially expected and the Recreation Manager suggests that this is because of the firm stand that was taken at the beginning. As he

said, if a person is thrown out of the Centre there is nowhere else in Sutton for that person to go.

The adults who use the centre most frequently are probably the parents of pupils at the school. In addition to using the services and facilities available at the Centre, parents are also encouraged into the Centre to help with the running of the coffee bars and other activities- for example, the creche relies heavily on parental support so that it can operate. Parents are also encouraged to visit the school whenever they have a problem about their child which they would like to discuss and the tutor is expected to visit each home once a term. The 'Eleventh Sessions' have become more than the adults joining school classes and are activities of continuing education in which all members are learning by choice.

Considerable success has been achieved at Sutton Centre towards making all members of the community the clients of the organisation - within the constraints of the organisation - such as resources and statutory requirements. Clearly there are still some issues to be resolved under the question "Who is the client?" but these are not the key issues which have restricted development.

2. Who Decides?

Sutton Centre is a complex organisation and much thought went into the design of a management structure which would be both efficient and representative of its community. It was decided to allow for maximum representation of all groups, two bodies were, therefore,

set up - the Governors who have responsibility for the affairs of the school, adult education and youth services; and a management committee, responsible for the recreational aspects of the Centre with representation for the many groups involved. There is also a 'steering' committee representing the Governors, recreational management committee, local council and the County Council; and a Sutton Centre's Users Association in which every organisation which uses the Centre is involved. The pupils have a say in the running of the Centre, via a school council but they only have limited executive powers for as the Headmaster has written "We feel that boys and girls must accept that as a staff our thinking is directed towards providing the best possible system of education for those using the Centre and that what we are doing is right The main areas where the council are able to make decisions or at least make strong recommendations are on questions of pupil welfare". (King 1979).

It would seem that whilst the community is represented on the various governing bodies they do not have much control over what happens. The teachers and others within the organisation who are involved in the management structure still have the controlling influence in the decision making process. Community involvement would thus seem to be one of participation and consultation rather than participation and partnership control. Participation by the community in

controlling the organisation and making decisions is in evidence from my research but this is not seen as partnership. The lack of a partnership approach can be found both between the parts of the organisation and between the organisation and the community.

Sutton Centre incorporated a joint-use scheme for a recreation centre between the County Council and the District Council at a time when recreation management was just developing. There was conflict between the manager of the recreation centre and the head of the school which was activated because of two separate management bodies (a) where decisions were made largely by professional interests and participation and not by community/professional partnership and participation and (b) which had no overall co-ordination and direction related to the overall objectives of the organisation. When Sutton Centre opened as a school the staff decided on mixed ability teaching, C.S.E. examinations and proficiency certificates as the structure for a community based curriculum. The expectations of the community, which had been promised its own grammar schools years before was for good academic standards and 'O' levels. This conflict was a key issue which grew as the school developed. The different points of view between the professional staff and community expectations could possibly have been avoided by an approach based upon community participation which included partnership control as well as involvement.

Publicity given to the innovations was a problem and the local press seized every opportunity to highlight difference. The 'swearing incident' which resulted in an H.M.I. inspection and the head leaving was a key issue which might have been avoided if there had been some effective structure for community participation by involvement and partnership in control. This would have made it unnecessary for the conflict to be developed through the press and avoided reference to 'higher authority' of the L.E.A. and Department of Education and Science.

3. What Does it Do?

Stewart Wilson as the Headmaster appointed by the L.E.A. was in sympathy with the objectives and in turn he recruited senior members of staff who were in sympathy with the objectives of Community Education. The siting within Sutton Centre of what have in the past been separate aspects of local authority community provision called for a multi-professional staff approach. Multi-provision included facilities which opened at various stages from 1973 to 1980 - day school area, library, day centre for handicapped and elderly, youth centre, careers office, adult education centre, sports hall, bowls hall, theatre, ice rink creche, medical centre, music block, catering facilities, social services, probation office - all with their own professional concerns and approaches. Multi-provision raised issues of caretaking and support services - which traditionally have their own concerns and approaches and which in a

project on the scale of Sutton Centre become key issues. As each provision became integrated into the project a position of what each profession or service stood for was taken up. This can be illustrated by issues raised between the different approaches of the school, the youth centre and the recreation centre. The school tried to bring about open awareness, confidence and creativity among its clients from the community. The youth centre tried to create its own independent identity as a club for its members - something of a refuge from the community. The recreation centre had expectations of financial return in its provision which raised the dilemma of whether it was a social provision with the objectives of community education or a public resource with a price level producing income for the community. The professional staff differed in their professional language by using different words for the same people - clients, users, pupils, customers, members. Each part of the project had its traditional values from which it had to develop co-operation towards the success of the innovation as a whole. Although care was taken in recruiting school staff the same was true within the organisation of the departments of the school. Traditional values resulted in each part fighting for resources, status and priorities. Key issues raised indicated that the Centre fell short in the areas of co-ordination and management. More was required than guidance given in the feasibility study and by the appointment of staff in sympathy with the objectives. A guidance handbook of purpose, direction, rights, responsibilities, priorities, structures, agreements, co-operation agreed for the project was needed to facilitate

communication of the new concept and show the changes from traditional concepts. The needs for innovation and co-operation among the multi-professional staff are needs which could be met by programmes of staff development and training at this organisational level.

What are the Objectives?

It is clear from the feasibility study commissioned by Nottinghamshire Education Committee that they had new objectives in building Sutton Centre - Community Education objectives concerned with helping people to discover and develop their own resources of body, mind and spirit in order to become mature, creative and responsible adults in a changing society and in relationship with their community. Sutton Centre was planned from the feasibility study with these objectives. Considerable effort was made giving Sutton Centre the characteristics of the concept of Community Education. James Stone as Director of Education, Henry Swain as Architect and Stewart Wilson as Headmaster were all key figures in the diffusion model of developing the concept and from its beginning the project had clear Community Education objectives.

(b) OXCLOSE COMMUNITY SCHOOL -

Oxclose Community School opened in September 1976 with 360 pupils on roll. The School buildings, completed in October 1977 are for an eight form entry main school of 1,200 boys and girls, plus 100 Sixth Form pupils.

Washington New Town has been developed on a 'village concept' basis and therefore the catchment area consists of several clearly defined communities. Oxclose, Blackfell, Lambton and Ayton are the main contributory villages.

Oxclose School is the first designated purpose built Community School in Sunderland Borough and is unique not only in its buildings, which incorporate the Community Association Hall and premises of Oxclose Community Association, but also in its management. In addition to the Schools Sub-Committee of the L.E.A. which governs all Sunderland Schools, there exists a Management Committee, which manages the shared facilities of the school within the terms of a Trust Deed. Washington Development Corporation, the Churches and the Community Association are represented on this Committee as well as Borough Council members and members of the schools Sub-Committee. The day-to-day administration of the shared facilities is delegated to the Head Teacher in consultation with the Deputy Head (Community), whose main function is to develop and supervise community education activities and interests within the school and its catchment area.

Oxclose School, as a community school, has as its general aim 'To develop the School as an educational, social and cultural centre accessible and relevant to all people

in the community and to foster an attitude by which school and community are seen to be in partnership, each having contributions to make to the development of the other'.

There is one general school rule: 'All pupils are expected to behave in a responsible manner both to themselves and others, showing consideration, courtesy and respect for other people at all times'.

As part of the curriculum senior pupils in fourth and fifth years all follow a course where the Headmaster and senior staff join with staff in the English Department to focus the attention of pupils on the way in which the School works, the way individuals and groups interact, the way in which teachers and pupils relate to each other and from that starting point lead towards greater understanding of the community. The course includes aspects of Roles and Relationships, Stereo-types and Labels, Decision Making, Truth, Duty, Prejudice, Violence, Property, Education and Work, Sex and Marriage, Language and the Media.

From the course, projects develop such as, a survey of attitudes and needs in the community, senior citizen parties in School, coffee mornings in School for local residents and a group of pupils who are concerned with improving the environment of the area and work with the Headmaster on community projects.

Each pupil has a personal profile 'built up during life in the school'.

A School/Local Industry Curriculum Development Group and a Language Across the Curriculum Working Party have had considerable influence on the curriculum in subject areas.

Oxclose School is built in the centre of the village adjacent to the ecumenical centre, public house and shops. The main entrance is a few yards away from the village centre and people quickly find themselves in the school foyer and the community rooms before realising they are in a school. People living in the community had used the shared facilities in the school a year before the school opened as a school and felt the premises belonged to them. A strong community association quickly developed with aims -

- a) to foster the spirit of community
- b) to provide opportunities for the creative use of leisure in response to local needs
- c) to endeavour to fill gaps in community service and strengthen the work of local organisations, and to provide opportunities for individuals to undertake voluntary community service
- d) to provide a corporate voice for the community it serves, and actively to co-operate with the local authorities
- e) to provide a basis of and training for democracy and citizenship
- f) to be concerned in the provision and management of premises for social, recreational, educational and cultural interests.

Seventy-two per cent of the community were under 30 years of age and many had come to reside in the New Town wanting a new start in life and good opportunities for their children.

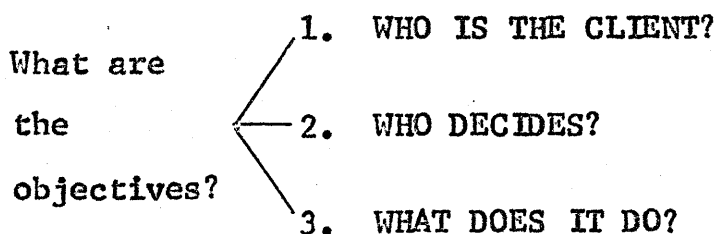
These factors of easy access, feeling of belonging and young well-motivated parents were important in establishing parental involvement in the church, school, community

association and further education activities. Considerable emphasis was placed upon the family unit as a basis for involvement e.g. church family days and services jointly with creche and Sunday school, school encouragement of a working partnership with parents, community association family membership and activities for all the family, community education activities, in which the 'family night' was the basis for provision and day time opportunities in the school for adults.

The school with its church, community association and community education aspects was seen as the main agency for community development. This was aided by the appointment of a Community Development Officer who worked mainly in the school.

More than 3,000 people use the premises each week in a wide range of activities.

Examination of the Organisational Issues in the Oxclose School Case Study



1. Who is the Client?

Like Sutton Centre, Oxclose Community School was built in the centre of the community and is linked to shops and a church building. As a 'greenfield' area of the New Town it was planned to accommodate community facilities for the villages of its community catchment area. These facilities of a sports hall, theatre and community hall were used by the community before the staff of the school were appointed and they became used for the school. The community knew they were the clients and found it easy to come and use the

facilities and opportunities of the school when it opened - about 3000 people use the premises each week in addition to use by about 1,000 pupils of the school. By including in the project community facilities which the new town development corporation had provided in the other areas of the town separated from schools and incorporating church use, in return for a contribution towards the project, the community felt from the outset that it was more than a school and they had a right to use the facilities. Like the Sutton Centre though many of the adults were parents of children at the school - a feature of use however was the relatively high use by young adults. This is not surprising in a new town where seventy-two per cent of the community served was under 30 years of age - particularly when facilities had not been built elsewhere in the community. Use by 3,000 people in a community of 8,000 indicates the extent to which a relatively high proportion of use by the community was achieved considering the relatively modest additional facilities provided and saturation point had been reached in use of the more popular facilities.

2. Who Decides?

Oxclose School had a management structure which was different to that of Sutton Centre. The School's Sub-Committee of the L.E.A. is the governing body of all schools in the authority. Under the terms of the Trust Deed of partnership and participation between the L.E.A., Washington Development Corporation and the Churches a Management Committee representative of partners in the project and

clients was established. This Committee decided on the use of all facilities in the project, the programme of activities related to the needs of the community, the use of resources provided for community activities and how income produced from community activities should be used. The School's Sub-Committee retained control of resources provided for statutory provision except for use of premises. The Head had delegated responsibility for day to day management, in consultation with the Deputy Head (Community), of the whole project and at first responded to community decisions. This response however decreased as the needs of statutory school provision increased with growth in school numbers. The Head then responded more to pressures from the traditional school philosophy in his day to day management decisions. The Management Committee lacked knowledge and expertise in evaluating community needs and their task of management and increasingly left decision making to the professional leadership.

3. What Does It Do?

Brian Oglethorpe, the headmaster appointed to open Oxclose Community School, was in sympathy with the objectives as was the deputy head (community). These appointments were made by a committee representing the interests of the community through Washington Development Corporation, the Churches and the local authority education committee representatives. When the senior staff had been appointed they in turn recruited new staff for the new project and this had many benefits over working with existing staff. The new staff were in sympathy with the objectives and accepted a multi-professional approach. Adults and young children came into the school

during the daytime to pursue their own activities, to help and support the curriculum for pupils and to join in that curriculum. Efforts were made towards a community based curriculum by means of partnership of participation linked with local industry and other aspects of the community. The project was on a smaller scale than Sutton Centre with less ambitious provision for a smaller community. The key issues in how it was run were not so concerned with the problems of co-ordination and management until community use developed to such an extent that resources were inadequate. Then came issues of the extent to which statutory activities for day-time school pupils had priority (under statutory provision of Education Acts) over the permissive but not mandatory provision for continuing education. The statutory provision then tended to receive priority. The introduction of resources from community education resources was helpful towards restoring some of the balance in priorities and in changing the attitudes of school staff but the community curriculum did not develop as originally expected from the objectives of the school. The community association which had been instrumental in developing a community curriculum lost some of its interest and enthusiasm and a tension developed when priorities of curriculum were discussed.

WHAT ARE THE OBJECTIVES?

The general stated aim of the school 'to develop the school as an educational, social and cultural centre accessible and relevant to all people in the community and to foster an attitude by which school and community are seen to be in partnership, each having contributions to make to the

development of the other', makes clear that the objectives of the whole organisation are those of Community Education and these are compatible with the one general school rule and the aims of the strong community association. The legal Trust Deed supports these objectives.

Comparison of the two case studies and conclusions

(a) Sutton Centre

From the Sutton Centre case study it can be seen that when the organisational issues are examined in relation to the objectives -

1. Sutton Centre has gone a long way towards making all members of the community its clients. Further development would need the resources and political will to create a different institution to that grafted on to a school.
2. Sutton Centre does not have an effective decision making structure for community participation by involvement and partnership in control.
3. Sutton Centre has been dominated by its professional leadership in what it does and the innovation which has taken place has been inhibited by (a) traditional attitudes and values of the professional and other staff involved (b) inadequate communication, co-operation and co-ordination in its management.

Considerable success has been achieved by Sutton Centre in moving towards the objectives of Community Education. All the characteristics of the concept are present but it falls short in having devolved power from the L.E.A. and of community participation in decision making. It seems the professionals at Sutton Centre believe that it is mainly through their efforts that Community Education will develop and they have placed a low priority on working towards a participative partnership in its management.

(b) Oxclose School

From the Oxclose School case study it can be seen that when the organisational issues are examined in relation to the objectives -

1. Oxclose Community School was successful in making all members of the community its clients in extensive use of facilities available. The political will and resources to provide more facilities would further develop use by the clients.
2. Oxclose Community School in its management structure with considerable autonomy given to the Management Committee representative of the partners in the project and the clients which was supported by a legal agreement has the basic mechanism for community participation by involvement and partnership in control.
3. Oxclose Community School as an attempt at a new kind of educational institution with Community Education objectives benefited by the community using the facilities and influencing the curriculum for a year before it was opened as a school for the statutory age group. A tension then developed in the priorities and expectations of curriculum between the different philosophies and traditions of leadership from the professionals and the community democratically organising its own activities.

Considerable success has been achieved by Oxclose School in moving towards the objectives of Community Education. The Report by H.M. Inspectors (D.E.S. 1984) begins its conclusion by saying 'Oxclose is an outstanding example of a school which truly operates as a community and

contributes significantly to the life of the wider community' and 'This is a considerable achievement considering the significant proportion of teachers of short experience, its barely adequate resources and the less than satisfactory accommodation'. Oxclose School falls short of the ideal in terms of limited resources provided by the L.E.A. and the extent to which power of control devolved from the L.E.A. to the local community.

SUMMARY OF FINDINGS

If the two case studies are compared for the development of Community Education based upon a participative partnership in management conclusions reached are:-

1. At Sutton the organisational structure and emphasis on professionalism has inhibited the potential development of Community Education afforded by the considerable resources provided by the L.E.A.
2. At Oxclose the organisational structure (with Trust Deed support) and community participation has supported the development of Community Education and it has been limited by inadequate resources provided by the L.E.A.
3. The working relationship of a participative partnership in management between the professionals and the community is greater at Oxclose than at Sutton. I suggest that a contributory factor, in addition to the supportive organisational structure, for a participative partnership at Oxclose has been the staff development and training which took place during many informal and formal meetings of the professionals and the community involved in its management. Both professionals and non-professionals

held similar attitudes and values, were pursuing similar objectives and desired to establish new working relationships in the new situation in which they were involved. One particularly valuable catalyst for the staff development and training was the meetings of the Community Association which also functioned as a parent-teacher association and became the major influence upon the Management Committee. In these meetings senior staff of the School (administrative as well as teaching staff) met with other professionals (multi-agency, e.g. church and community workers), part-time tutors, voluntary helpers and management committee members.

The first meetings, held after the community had started using the resources but before they were used for school purposes were held in a climate of suspicion and hostility - everyone trying to protect their own interests in the new development. Long meetings were held in which attitudes and values were expressed and challenged, objectives set and ways of achieving those objectives discussed and accepted. The meetings developed into training sessions with learning needs for management of the new project expressed and negotiated within and between meetings. Because it was a new project in a new situation which had to be made to work because no other resources would be provided those involved were highly motivated. The meetings developed from the first meetings where there was talk of separatism by physically building a brick wall to divide community resources from school resources to one of integration. The head teacher

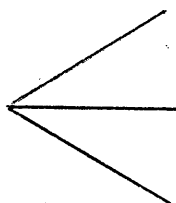
became President of the Community Association by popular acclaim after two years and the head caretaker became Chairman.

My research shows this to be in contrast to the development at Sutton Centre which was inhibited to some extent by traditional attitudes and values of professionalism, inadequate communication, co-operation and co-ordination in its management. Sutton may have developed more than it has if it had a more participative partnership structure to become the catalyst in which a change agent of staff development and training could function.

4. There is a need for

- (a) further research of the knowledge, skills, perceptions and attitudes of those involved in the management of local organisational units for Community Education
- (b) further analysis of the key issue in order to inform the curriculum of staff development and training in the units by using the questions framework of -

What are the objectives of the organisation?

- 
- 1. Who is the client?
 - 2. Who decides?
 - 3. What does it do?

(iii) The development of my hypothesis and the focus of my research in North Oxfordshire

Initially the focus of my hypothesis was upon extending full-time staff development and training in Community Education to include the joint training of part-time adult and youth tutors within the new units of organisation seeking to develop Community Education through common elements of training.

My research of Community Education literature and appropriate literature of its management has shown from

(a) Chapter 1

- 1.1 Community Education is not a new concept as it goes back to Plato. Much of the development which has taken place during the last fifty years in England is rooted in the vision of Henry Morris and his Cambridgeshire Village Colleges.
- 1.2 The vision of Henry Morris is inhibited in its development by the L.E.A.s grafting Community Education on to existing educational institutions when a new kind of institution is fundamentally required.
- 1.3 The focus of my hypothesis should be upon issues arising from management of the developments. This has been, so far, concentrated upon development through professional leadership and control development through the community participating in the management and control of its own curriculum and resources has been neglected.

(b) Chapter 2

2.1 Community Education is a confused term but is basically concerned with helping people discover and develop their personal resources of body, mind and spirit in a changing society and in relationship with the community in which they live.

2.2 There are identifiable characteristics present to a lesser or greater degree in each community school or college of:-

Community Participation by involvement and control
by partnership

Community Curriculum recognising social change

Community Development and altruistic philosophy

Continuing Education with comprehensive provision for all

Concept Development by professional diffusion and a
multi-professional approach.

(c) Chapter 3

- 3.1 The difference between traditional educational institutions and those by which L.E.A.s seek to link 'community' and 'education' is in the extent to which closed mechanistic institutions dominated and controlled by professionals become more open organic institutions managed through a participative partnership between 'community' and 'education'.
- 3.2 The focus in Community education is upon people and how they as participants define their own aspirations and needs for education in a rapidly changing society.
- 3.3 In the management of Community Education the tenet to be followed is that the closer to the point of implementation a decision is made the more

that decision is likely to be the right one for the particular circumstances.

- 3)4 The development of Community Education requires a management strategy which shifts the emphasis of staff development and training from being restricted to raising the standards of the professionals towards a curriculum aimed at enabling the community to participate in the partnership, to define their own aspirations and needs and to manage educational response within their community.

In my research I have now shifted the focus of my hypothesis from 'professionalism' to 'participation' and the tension between them. This results from my analysis of Community Education characteristics, its practice and appropriate management models for units or organisation and determined my further research methodology outlined in:-

(d) Chapter 4

- 4.1 The key issue in the overall development of Community Education is identified as the tension between the community democratically managing its own curriculum and resources and development professionally organised.
- 4.2 A conceptual framework for my hypothesis is formulated for a new L.E.A. strategy for development of Community Education needing new local organisational structures with a participative partnership between professionals and community participation and requiring supporting staff development and training programmes for all those involved including volunteers and management committee members.

4.3 A research design is planned testing my hypothesis at 'macro' level which

(i) indicates the extent and nature of present training for Community Education provided by L.E.A.s in England and Wales as being negligible and inappropriate.

(ii) examines as case studies two attempts in other parts of the country at local organisational units for Community Education based upon a participative partnership of those involved which:-

(a) gave support to shifting the focus of my hypothesis to the tension between 'professionalism' and 'participation'

(b) suggested a programme of staff development and training for all involved in the management task as a possible agent of change in resolving the key issue if there was a participative partnership in management as a catalyst.

(c) indicated a need for further research in

- present knowledge, skills, perceptions and attitudes of those involved in the management of an institute of lifelong learning

- the key issue by a framework of questions

What are the objectives of the organisation?

1. Who is the client?

2. Who decides?

3. What does it do?

My research at a 'macro level' has indicated that the development of Community Education by means of a new open organic system envisaged in the institute of lifelong

learning which I have proposed is patchy and fragmented but significant to the growing number of educationalists who are keen to see the vision of Henry Morris fulfilled. Examination of the characteristics of the development show that two characteristics identify the 'process' of the development and the other three the 'product'. In the 'process' of development by L.E.A.s emphasis has been placed upon the characteristic of Concept Development by diffusion through professional leadership and the other characteristic of Community Participation by involvement and control by partnership has been neglected. It is now the central issue of my hypothesis that Community Participation as a characteristic is the missing part of the equation in the strategy of L.E.A.s seeking to promote development and that staff development and training of those involved in the management of local organisational units is needed to enable this characteristic to develop.

My further research at 'macro' level has shown the extent of present staff development and training to be negligible and its nature inappropriate for supporting a participative partnership. The key organisational issues are concerned with the objectives of the organisation, its clients, who makes the decisions and what it does as a result. In this there is a tension between professional 'leadership' and community democracy which might be resolved by a strategy which

- (a) devolves power from the L.E.A. to the local unit of organisation based upon a participative partnership and becomes the catalyst for change
- (b) provides support through staff development and training as a change agent.

The institutes of lifelong learning which are inherent in Henry Morris's vision could develop by means of this strategy if the management issues were resolved and there was a shift of emphasis in the staff development and training provided.

The issues and questions to be further examined in my research at a 'micro' level in North Oxfordshire are concerned with finding

1. the blocking points
2. the budding points

which will 'illuminate' the strategy and the staff development and training required.

CHAPTER 6

COMMUNITY EDUCATION IN OXFORDSHIRE

(i) Background of L.E.A. provision in Oxfordshire

Local Government re-organisation in 1974 raised problems of how to fuse together the three separate Authorities of the old Oxfordshire, part of Berkshire and Oxford City, each with their different approaches to the various trends of community education. As well as philosophical differences there were major organisation differences. In Berkshire adult education was provided through the college of further education and field staff were appointed to the college but based in satellite centres in the towns, where they were supported by advisory committees: there was little connection with youth work which was organised by district youth officers. In Oxford City there was a considerable emphasis on linking with community associations and apart from two bases, no specialist community premises were provided and there was a feeling that some of the duties of community wardens based in the community association centres had little to do with education. In Oxfordshire, youth work and adult education operated separately both at local and county level except in three fledgling community education centres where local management committees had been set up to administer all the strands of community education. In July 1975 the County Council published a document as the basis for a Community Education Service in the new county which aimed at providing 'cultural and educational facilities available to all throughout life'.

Since the introduction of this policy the trend has been to both unify the County structure, policy and philosophy

and at the same time attempt to give more devolved power and autonomy to local management committees in their development of local provision for community education. In this there is considerable potential for conflict and even contradiction and guidelines are needed for the different responsibilities of elected members, their officers, local management committees and their professional staff. At a county level policy is formulated by a County Advisory Council for Community Education which advises the Further Education Sub-Committee and is representative of local management committees and other interests in community education in the county. The county staffing structure is of a Senior Adviser, three Area Advisers and a Training Officer. The wide range of local provision is reflected by a wide variety of full-time professional field-worker appointments made by the L.E.A. in a diversity of local community education centres some of which are independent units, some based upon schools and some on colleges of further education.

Since 1975 Community Education in Oxfordshire has largely been centred upon securing comprehensive provision for continuing education through community participation and control supported by the philosophy and structure of integrated adult education and youth service provision. More recently there has been considerable growing impetus towards involvement in those other strands of community education linked with schools concerned with community development and curriculum change in education. A number of schools have themselves rather than the authority, initiated movement towards becoming community schools and Burford School and Community College was designated in 1982. A large scale debate on proposed changes in the school day which would facilitate

school and community links has involved the Authority in consultations with thousands of parents and teachers throughout the county. Another interesting development has been the secondment of staff from the Schools and Community Education Services to 'cluster of interest' studies, based upon close co-operation between Oxford University Department of Educational Studies and the authority aimed at promoting community education through the involvement of parents in schools and family centres. Although no policy decisions have been made by the County Council, Oxfordshire is clearly developing from Community Education as an integrated Youth and Adult service and extending Community Education towards community schools and colleges. This is confirmed by the appointment to headship of comprehensive schools of deputy heads from community schools and colleges outside the county.

Increasingly, in the Oxfordshire Community Education Service, the tenet followed is that the closer the point of implementation a decision is made the more it is likely to be the right one for the particular circumstances. Community education centres are controlled by local management committees which operate within overall guidelines but have considerable local autonomy to determine their own curriculum response to local needs, to appoint part-time staff, control local resources, salaries paid and income received and to allocate their grant aid funds received annually from the County Council. The local management committee has then to 'balance its books'. Just over 90% of the money available is allocated to local management committees on the basis of a formula adopted five years ago and drawn up in consultation with representatives of the local management committees through the County Advisory Council for Community Education. The balance is retained

centrally to finance experimental new developments and projects approved by the Advisory Council.

In common with many other local authorities, at a time of heavy pressure on local government finances over the last six years, Oxfordshire has reduced support from County Council funds to the point where it is now $12\frac{1}{2}\%$ of the 1977 value in terms of grants to local management committees. The system of devolved power to local management committees maximises what is generally called the 'multiplier effect'. For every £1 spent by the County Council on supporting Community Education the local management committee generates a great deal of income (fees, subscriptions, donations, bar profits etc.) and much work is done (organising and supervising) by volunteers who would be paid by the County Council in other of its activities. As a result the total level of activity for which the County Council Community Education gets the credit is far higher than that actually paid for by the County Council. It is interesting to note that despite the economic situation in 1983 twenty out of twenty-eight local management committees increased their number of enrolments for adult classes. More could be done under this system, of course, if the County Council were to adopt a level of funding which is at least matched to the national average (funds for adult education nationally 0.6% of the L.E.A. budget: in Oxfordshire the figure is about 0.4%).

Under the system of devolved power a local management committee is considered autonomous in many ways. It is free to fix its own rates of pay to tutors and its own scale of charges to students. This has advantages in a rural area of allowing smaller numbers in activity groups and lower fees.

The local management committee is also free to subsidise minority and disadvantaged groups within the community. This autonomy and freedom to local management committees operating within overall County Council guidelines is successful in many ways but there are a few as yet unresolved questions such as the provision of finance and resources for various categories of disadvantaged groups related to uneven geographical distribution in the county. This is a matter to be resolved by the preparation of new guidelines which minimise the conflict between county policy and local autonomy.

General guidelines and County Council policy establish aims of Community Education which offer an overall statement of intent with broad and far reaching aspirations. The local management committees are then able to derive objectives to meet local needs from these aims. The objectives are more particular precise statements of what is to be achieved within the competence of the service and so designed that their outcome can be assessed through a process of evaluation. The Community Education Service in Oxfordshire is moving toward annual evaluation by a local unit review group which includes representatives of the local management committee, the professional worker and the Area Adviser for Community Education. Greater emphasis on devolved powers for local management committees has implications requiring further examination for a shift toward local unit training and staff development which will be considered later in my research.

The trend toward devolving power to the local community is a potential source of power conflict between the two levels of democracy - local and county. This is an area for further investigation and research.

(ii) The Knowledge, Skills and Attitudes of those Involved

In Chapter 4 I outlined in my research statement the need in the new and developing concept of Community Education for quantitative information about the part-time adult and youth tutors, voluntary helpers and management committee members involved in the management of local organisational units and how this would be obtained in my research by means of a questionnaire survey.

The questionnaire (see Appendix C) was designed to begin by ascertaining facts about the respondents' experience and involvement in Community Education, their training, time elapsed since they undertook training and availability for further training together with questions relating to age and sex. The rest of the questions were designed to elicit information about their knowledge, skills and attitudes related to the management task as perceived by the respondents. The questionnaires were distributed by full-time staff in each of the eleven local units of organisation giving each person selected, in the 1 in 2 sample taken of those involved in each unit, a copy of the questionnaire together with a covering letter and an envelope for its confidential return either through the full-time member of staff or by post.

The survey findings are based upon:-

Table 1 **Distribution and response**

Sub-group Category	Target Population		Survey Population			
	Sample N	Frame %	Sample N	taken %	Respondents N	%%
P.T. Adult Tutors	152	48	76	48	62	47
P.T. Youth Leaders	22	7	11	7	13	9
Voluntary Workers	49	16	25	16	21	16
Management Committee	89	28	44	28	36	27
	312	99	156	99	132	99

The response rate was $\frac{132}{156} = 85\%$ and this was considered to be a sufficiently high response rate to allow the assumption made in the rationale for my research methodology (Chapter 4). The stratification fraction for each sub-group of respondents was approximately the same as for each sub-group of the sample and each category is considered as adequately represented in the findings. These are analysed in two sections relevant to training - structure and training - curriculum)

(a) Training and Structure

What are the blocking points and budding points of the present training structure which will illuminate staff development and training structure forming a part of the organisational catalyst for change in the L.E.A. strategy? If we examine the results of the questionnaire survey it is not surprising in Table 1 to find that more women than men are involved in the management task for units of organisation of Community Education in North Oxfordshire.

<u>Table 2</u>	<u>Sex of Respondents</u>	N = 132	%
	Man	46	35
	Woman	85	64
	Not answered	1	1

64% wpmen involved in the management task is approximately the same ration of 2 : 1 as enrol for activities in Adult Education and Youth Centres nationally A.C.A.C.E. 1982)

The ages of those who enrol in activities nationally, however, with 21% men and 22% women aged 17 - 24 years and 14% men and 13% women aged 25 - 44 years (A.C.A.C.E. 1982) are very different from the ages in Table 3 of those who are involved in the management task in North Oxfordshire.

<u>Table 3</u>	<u>Age of Respondents</u>	N = 132	%
	less than 25 years	2	1
	25 to 39 years	55	42
	40 to retirement	64	48
	retired	6	5
	not answered	5	4

Of those involved in the management task in North Oxfordshire 48% are shown to be aged between 40 years and retirement when the national figures show that 70% of those involved in activities being managed are between 17 and 44 years. This is worth noting when considering representation in the constitutions of institutes of lifelong learning and in recruitment for training - particularly in view of recent emphasis given to participation in the management task by young people in the Thompson Report (1983). The middle-aged 'staff' involved in the management task also tend to have been involved for a relatively long time.

Table 4 Duration of involvement in Community Education

	N = 132	%
less than 2 years	22	17
2 to 5 years	39	29
5 to 10 years	32	24
more than 10 years	38	29
not answered	1	1

17% have been involved less than two years and 29% have been involved for more than 10 years. Involvement in the management task for a relatively long time has advantages if the participants have received recent training in current policies and practices of the task and their perception of objectives similar to those of the organisation. If, however, they are not appropriately trained and do not have similar perceptions of the task it is reasonable to suggest long service will tend to reinforce their execution of previous policies, practices and perceptions of the task and increase resistance to change.

Table 5 Time elapsed since training was last undertaken

	N = 132	%
less than 2 years	23	17
2 to 5 years	22	17
5 to 10 years	17	13
more than 10 years	34	26
not answered	36	37

It can be seen from Table 5 that for many of those involved (26%) it is more than 10 years since they last undertook training and Table 6 indicates that 35% stated they had received no training at all to participate in Community Education.

Table 6 Attendance at Training Courses

	N = 132	%
Full-time teacher training course	46	35
County youth leader training course	18	14
County adult training course	22	16
None	46	35

Many professionals in Community Education would question whether or not attendance at a full-time teacher training course is appropriate training although it is a course accepted by L.E.A.s for part-time staff recruitment and salary payments. As was seen in the census of ten Regional Advisory Councils for Further Education (Chapter 5) there were at that time no L.E.A.s in England and Wales

known to provide training particularly for Community Education. The only training provided by L.E.A.s at present is part-time youth leadership and adult tutor training. Table 6 shows that in North Oxfordshire only 30% of those involved had received this training which is regarded as appropriate only because of the absence of any training at all particularly for Community Education and Table 5 shows that for many more than 10 years have elapsed since training was last undertaken.

If 70% of those involved in the task have not received any appropriate training and the training received by the other 30% is appropriate training but was undertaken some years ago and was not intended particularly for their present and future involvement in Community Education then here is a major problem in the development of Community Education. There is a tremendous need for the L.E.A. to provide training which is particularly for Community Education and the needs of those involved in the management of local organisational units. This will require revision of current policy and practice of providing separate training programmes for those involved in adult education, youth service and schools. The L.E.A. needs to integrate policy and practice from the three sectors of education to enable a staff development and training programme to be established for the process of Community Education which will support the work of those involved in their present and future task.

What are the training needs of those involved? If the categories of involvement of Table 1 are cross-tabulated with those who have received no training at all in Table 6 we are able in Table 7 to analyse the untrained.

Table 7The Untrained

	category of involvement			
	adult tutors	youth leaders	vol. helpers	committee members
No. in category	8	0	14	24
% of total number	17	0	31	52
% of category	12	0	64	63

It is useful to note that 100% part-time youth leaders in North Oxfordshire are trained and I will return to this fact later in my research findings. Of those who have received no training 52% are management committee members and these comprise 64% of all management committee members. It is unrealistic to expect people to be able to make decisions, with power devolved from the L.E.A. in the task of managing local organisational units for Community Education, with no training whatsoever! A priority for L.E.A.s in establishing staff development and training programmes for Community Education should be in meeting needs of those involved through programmes relevant to the task for members of management committees and governing bodies of local units. These programmes will possibly need to be extended to include voluntary helpers, part-time adult tutors and youth leaders and be concerned with changing present perceptions and attitudes through a greater understanding of the concept of Community Education and acquiring the knowledge and skills necessary for efficient performance of the management task in local organisational units.

Would those involved be able to attend meetings at times when the staff development and training could take place?

Table 8 Willingness to attend meetings

	N = 132	%
evenings midweek	106	80
daytime midweek	44	33
daytime Saturdays	60	45
daytime Sundays	53	40
residential weekend	45	34
not at all	7	5

80% of those involved said they would be able to attend evening meetings midweek and this seems to be the best time to arrange training sessions.

(b) Training and Curriculum

What are the blocking points and budding points of present perceptions and attitudes of those involved which will illuminate the change agent of staff development and training in the L.E.A. strategy? My research findings have shown the above needs for L.E.A.s to provide staff development and training for those involved in management of the organisational units for Community Education. What information does the questionnaire survey in North Oxfordshire reveal about the training curriculum?

I suggested in the above research findings on training structure that training would possibly need to be concerned with changing present perceptions and attitudes through a greater understanding of the concept of Community Education by those involved and by their acquiring the knowledge and skills necessary for efficient performance of the management task in local organisational units. My research of two

attempts at new institutions based upon a participative partnership of management approach (Chapter 5) leads to the following conclusions. In the Sutton Centre case study development was inhibited to some extent by the traditional attitudes and values of professionalism, inadequate communication, co-operation and co-ordination in its management. In the Oxclose School case study, however, this was avoided by a more full integrated staff development and training of those involved in management of the organisational unit. What information did the questionnaire survey in North Oxfordshire reveal in these training curriculum areas? The aims were derived from the characteristics of Community Education in Chapter 2.

The perception of the aims of Community Education by those involved is shown in Table 9 to be that they place highest importance on the personal development of every individual (Continuing Education) and lowest importance to involving the members of a community in making decisions which affect them (Community Participation) They place lowest in importance the process characteristic which distinguishes Community Education from other kinds of education by its focus on participation and places highest in importance the product characteristic of Community Education which is concerned with provision of educational opportunities throughout life.

Table 9 Aims of Community Education

N = 132	1	2	3	4	5	No Ans.
to provide learning opportunities from the cradle to the grave	26	28	14	13	33	18
to help people understand society and their role in it	17	24	22	40	20	19
to involve the members of a community in making decisions which affect them	11	23	25	31	23	19
to make each community a better place in which to live	27	24	31	14	17	19
to be basically concerned with the personal development of every individual	33	24	22	15	19	19

If this finding is linked with Table 10 which gives motivation for involvement in Community Education where 94 (72%) gave a high value to their reason being to support something worth doing and 88 (67%) gave a high value to their desire to help others it seems that the perceptions and attitudes of those involved in North Oxfordshire are appropriate for Community Education although they have not had particularly appropriate training. Their perception of the concept of Community Education is fundamentally sound and gives encouragement for further development of their understanding of the concept as it relates closely to the characteristic of Continuing Education shown in Chapter 2.

Table 10 Reasons for interest or involvement

N = 132

	Low	Med.	High	No Ans.
desire to help others	4	37	88	3
skill or experience in the activity	14	55	58	5
time to spare	66	46	12	8
to meet other people	29	47	50	6
support something worth doing	1	34	94	3
like teaching or organising	16	45	69	2
persuaded by other people	89	29	6	8
enjoy the challenge	19	44	63	6
the pay is useful/ it would be nice to be paid	51	34	42	5

The altruistic motivation of those who responded by giving high values to supporting something worth doing and a desire to help others relates closely to the characteristic of Community Development with notions of an ideal, caring and sharing community. These findings are similar to those from a survey conducted among volunteers in adult education by Dorothea Hall (A.C.A.C.E. 1983) which showed 72% desired to help others, 54% wished to teach or communicate skills and 52% wanted to serve the community through adult education. In the study of the Institute of Community Studies (Aves 1981) the motives of volunteers were classified as altruism, self interest and sociability and a survey found that the main motivation was altruism. In my survey of North Oxfordshire no significant differences in motivation was found between youth leaders, adult tutors, voluntary helpers and management committee members by cross tabulation of the responses.

Those in North Oxfordshire at present involved in the management of local organisational units for Community Education have appropriate basic aims and altruistic motivations upon which a participative partnership of management approach can be developed. It may be that these come from traditional aims and motivations in adult education and youth service sectors of education and this potential need to be developed further for the broad concept of Community Education as a process. This is a finding of my research to which I will return later.

What do the questionnaire respondents in North Oxfordshire say about leadership, communication, co-operation and co-ordination in the task of management in local organisational units?

Table 11 How the Centre functions

N = 132	Yes	No	No Ans.
know what it is trying to do?	107	18	7
feel part of what is done?	104	22	6
have sufficient information about what it does?	89	37	6
leave others to make the decisions?	61	62	9
obtain satisfaction from what it does?	108	15	9
receive the leadership and help required to play your part?	102	20	7
have your views considered on what should be done?	105	20	7

Table 11 indicates that respondents were generally satisfied about their role in how the centre functions. Half of them, however, said they left others to make decisions and

satisfaction was not high in having sufficient information of what the centre did. This suggests that decision making is actually done by a minority group and this may partly be due to restricted information about the task. Do the professionals involved restrict information to others in order to influence a minority group which makes the decisions? Could greater participation in decision making be encouraged by training? If the categories of involvement are cross-tabulated with Table 11 above it can be seen which category did not feel they left decisions to others.

Table 12 Leave Decisions to others

	category of involvement			
	Adult tutors	Youth leaders	Vol. helpers	Committee members
No. in category	41	3	8	9
% of total number	67	5	13	15
% of category	60	19	36	24

Only 3 out of 13 youth leaders who responded said they left decisions to others - less than 2% or 1 in 5! Youth leaders did not leave decision making to others and differ in this from adult tutors and yet both have benefited by training provision of the L.E.A. Could it be that youth leaders by the kind of training they had received felt more able to participate in the decision making. This difference requires further investigation in my research.

What perceptions do those involved in the local organisational units have of the factors which inhibit the development

of Community Education? The factors were derived from responses to interview questions early in my research.

Table 13 Factors which hinder the development of
Community Education in order of importance

N = 132	1	2	3	4	5	6	7	No Ans.
conflicting interests of those involved	13	13	16	30	16	122	9	23
most people are not interested	25	16	10	17	20	9	12	23
we are not clear what we are doing	6	10	14	11	28	30	10	23
limited finances and resources	38	21	16	12	5	6	11	23
poor leadership/management	11	6	8	6	15	21	42	23
inadequate/restricted use of premises	5	20	24	14	10	19	17	23
limited publicity/marketing of what we do	13	23	21	19	14	11	11	23

The factors which they considered inhibited development placed in order of importance by respondents (Table 13) in the North Oxfordshire Area Survey not surprisingly showed limited finances and resources as the highest factor as perceived by those involved. In the A.C.A.C.E. Survey lack of resources was third in a similar rank order - categories of 'other drawbacks' and 'none' being placed higher by volunteers in adult education. When the North Oxfordshire Area Survey responses were cross-tabulated it was found that whilst youth leaders, adult tutors and management committee members subscribed to the generally held view, a higher proportion of voluntary helpers put poor management as their view of the highest factor inhibiting the development of Community Education.

Table 14 Poor Management

	category of involvement			
	Adult tutors	Youth leaders	Vol. helpers	Committee members
No. in category	4	2	6	2
% of total number	28	14	3	14
% of category	6	12	27	5

Interviews with voluntary helpers indicated that they did not consider themselves part of the management and were, therefore, able to be freely critical whilst management committee members, youth leaders and adult tutors were inhibited in being critical of themselves. In the A.C.A.C.E. Survey similar feelings of loyalty to the organisation resulted in a relatively low response rate with less than a third responding to a similar question. This might suggest that while lack of resources is generally given as the factor perceived by staff as inhibiting development this may be a screen shielding the real reason of poor management. Further investigation needs to be carried out by interviews and participant observation.

What relative importance did respondents attach to their receiving more knowledge and skill in the different aspects of their task to make them more effective? The areas of training offered in the questionnaire were derived from the task of management in Chapter 3 related to the findings of the Oxclose School case study in Chapter 5.

Table 15 Knowledge and skill in making team members
more effective

N = 132	Not Imp.	Imp.	Very Imp.	No Ans.
making decisions and choices	19	71	32	10
communications between people	7	35	82	8
counselling and advising people with a problem	18	57	48	9
working with groups of people	15	68	40	9
assessing needs in a community	11	50	63	8
setting objectives of what to do	12	66	43	11
evaluation of what has to be done	16	70	37	9
human relationships and the way people behave	14	49	60	9
policies and priorities	20	74	27	11

Table 12 shows the highest importance was given to the need for more knowledge and skill in the areas of communications, relationships and assessing needs by Community Education staff in the North Oxfordshire Area Survey. In the A.C.A.C.E. Survey 43% of volunteers in adult education said they had relationship problems such as disagreement or lack of contact between paid staff and volunteers or between volunteers, lack of appreciation, lack of recognition and conflicts of interest. In the North Oxfordshire Area Survey cross tabulation in Table 16 shows a high proportion of adult tutors (58%), youth leaders (81%), voluntary helpers (86%) and management committee members (61%) felt the need for more knowledge and skill in communication and a high proportion of management committee members (60%) the need for more knowledge and skill in assessing needs.

Table 16 Training Important

	category of involvement			
	Adult tutors	Youth leaders	Vol. helpers	Committee members
Decision making	14	7	7	9
Communication	40	13	19	22
Counselling	18	12	16	12
Group Work	22	5	10	8
Assessing needs	33	7	10	23
Objective setting	26	5	6	14
Evaluation	24	4	1	15
Relationships	33	9	13	15
Policy making	15	2	4	10

Communications between people, human relationships and assessing needs in a community are new areas of training provision for L.E.A.s. Some movement towards provision in these areas of training can be seen to have already developed in the Youth Service but there are very few signs in Adult Education, Schools and Colleges. If in the L.E.A. strategy for the development of Community Education more control is to be devolved to the local unit of organisation then provision training in these areas of the management task requires priority.

SUMMARY OF FINDINGS FROM THE QUESTIONNAIRE SURVEY

(a) Training and Structure

Most of the people involved in the management of Community Education at unit level of organisation in North Oxfordshire are women aged between 40 years and retirement who have been involved for many years but have received no training in the task. They are motivated by the feeling that they are supporting

something worthwhile and their aims are concerned with providing opportunities for personal development. Their perceptions are basically congruent with the characteristics of Community Education and the overall policy of the L.E.A., and they can be regarded as sound potential resources from which to draw for the development of the broad concept of Community Education as a process through staff development and training. Younger people however need to be encouraged to participate more in the management of local organisational units to represent the 'cradle to grave' age range of those who take part in its activities. There is at present no training provision particular to Community Education and its development is therefore restricted. Present training provision for the Youth Service and Adult Education needs to be developed into an integrated Community Education training provision for the process and linked to Schools and Colleges. In this training structure there is a need for priority to be given to training in the management task for those given devolved powers by the L.E.A. Evening meetings are shown to be the time for staff development and training to take place and these would be appropriate if provision was made at local organisational level.

The blocking points relevant to the training structure required for the development of Community Education are the present non-existence of appropriate training for those involved in the management of local organisational units and the inadequate representation in the process of those who take part in its activities.

The budding points for the development of Community Education relevant to its training structure are to be found in the 'potential' of those at present involved.

They are a suitable nucleus on which to concentrate through evening training provision growth for development of the broad concept of Community Education as a process integrating Youth Service and Adult Education and linking with Schools and Colleges at unit level.

(b) Training and Curriculum

If an appropriate training structure for Community Education as a process was to be provided at organisational unit level by the L.E.A. those at present involved have basic aims and motivations which are congruent with those of the characteristics of Community Education and L.E.A. overall policies. There is however a need for development of their perception of Community Education as a broad concept in which the focus is on people and how they as participants define their aspirations and needs for education in a changing society. Many of those involved in management of the local organisational units at present do not participate in the decision making. This could be because the professional staff have more skill and knowledge about the task which they restrict in their own interests as professionals. This is a possible tension inhibiting development which requires further investigation. Participation in decision making at unit level might be increased by the provision of training as youth leaders who have received training felt more able to participate than other sub-groups in the survey sample.

Although limited finances and resources was the main factor perceived by respondents as inhibiting the development of Community Education the results of the survey indicate that poor management might be the real reason. Attention could be given to this matter through the staff development and training curriculum.

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Respondents in the survey felt their needs for further knowledge and skill to enable them to perform their task more effectively were in the curriculum areas of communication between people, human relationships and assessing needs in a community.

The blocking points relevant to the training curriculum required for the development of Community Education are the lack of participation by all involved in the decision making and the possible related tension between 'professionalism' and 'community participation'.

The budding points are the possibilities that training from Youth Service provision may have contributed towards enabling participation in decision making and the identification of training needs for the management task in the curriculum areas of communications, human relationships and needs assessment in communities.

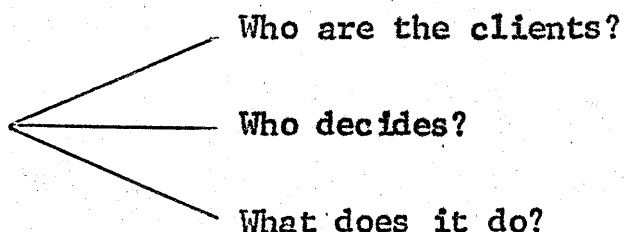
Further Research Needed

In my further research within the North Oxfordshire area there was a need to explore -

- (a) representation by younger people in the management process
- (b) the lack of training for volunteers and management committee members as a priority need
- (c) how to develop the broad concept of Community Education as a process through staff development and training at unit level during evening meetings
- (d) the decision making process within units of organisation and the tension between 'professionalism' and 'community participation'
- (e) what further knowledge and skill is required by those involved in the management of the unit.
- (f) the extent to which present Youth Service training could contribute toward meeting training needs I had identified. The information required was not quantitative but qualitative. The questionnaire survey had produced statistical evidence which had generally supported my hypothesis and left to further research needs identified above. I reviewed my research at this point and decided I required to supplement it by using techniques of participant observation in two case studies and during other management committee meetings in the North Oxfordshire area and then of follow-up personal interviews with key people involved in the task of management to obtain the qualitative information.

The research instrument I used for both participant observation in meetings and in personal interviews was kept as simple as possible and the same framework for organisational analysis used as was described in Chapter 3 and used in the previous case studies in Chapter 5.

What are
the objectives
of the organisation?



Within the key points of the questions in this framework, as outlined in my research methodology (Chapter 4) I had a number of particular areas of interest on which to build my observations:-

What are the objectives of the organisation?

- are they congruent with the characteristics of Community Education and the policy of the L.E.A.?
- how would staff development and training at unit level help to achieve the objectives?

Who are the clients?

- which sections of the community take part in the organisation's activities and which are excluded?
- why?

Who decides?

- is the focus on people and how they as participants define their aspirations and needs?
- what inhibits the development of the unit of organisation?

What does it do?

- as a management unit does the organisation function effectively in achieving its objectives?
- what development has taken place towards the broad concept of Community Education and why?

By using this research instrument for both participant observation of meetings of those involved in management of the organisational units and for interview of the key people concerned I aimed to elicit information relevant to my hypothesis in general and to the areas of further research identified by the questionnaire survey in particular.

(iii) Burford - a case study of the first initiative in Oxfordshire towards an institute of lifelong learning

I chose to study the development of Burford School as a Community College because it was the first initiative in Oxfordshire towards the vision of Henry Morris.

Burford is an old Cotswold village, long associated with the sheep and wool trade, which serves as a centre for a number of smaller villages and hamlets in a large rural area of West Oxfordshire.

The main centres of population are Burford with Fulbrook (1900), Minster Lovell (1400), Ascott/Shipton-under Wychwood (1600) and Brize Norton (1000). Within the area a small town has developed at Carterton (14000) to house service personnel from R.A.F. Brize Norton. As a picturesque Cotswold village Burford has a developing tourist trade and attracts experienced and talented people to reside there in retirement.

Burford School became a comprehensive school from being an old established grammar school. The school includes a boarding house for pupils from farms in the surrounding area and has a farm within the school.

The Adult Education Centre has become the Burford and District Centre for Social and Leisure Pursuits and the new headmaster was interested in integrating this into a Cambridgeshire Village College type development based upon the school.

In February 1981 the Headmaster and the Centre Secretary with a consultant from Oxford Polytechnic organised a survey of community provision and need within the catchment area. A simple questionnaire was completed by 10% of the population within the school catchment area.

The Report of the survey highlighted the use made of existing community provision in the area and indicated possible developments to the mutual advantage of school and community both in individual villages and in the district as an entity. The role of Burford School was seen as a link between the villages and itself, a forum for the exchange of ideas and a capital resource available for use by all section of the community where appropriate. It was considered that the partnership of education service facilities could help share resources, build up support and spread the concept of community more widely throughout the area. To this end, while recognising that the education of children comes first in every respect, the authors of the Report recommended that:-

1. School buildings and resources in the Burford catchment area should be available for use by all age groups in the community
2. The Articles of Government of primary and secondary schools in the area should provide for inter alia representation of those concerned in fostering, providing and using community education in the wide sense given it in the report
3. A community education worker, based on Burford School, should be appointed to be at the service of the schools partnership and the communities in the district introducing and facilitating the intended developments.

Following publication and discussion of the Report a meeting was held in September 1981 between senior officers of the L.E.A. and the Headmaster of Burford School at which it was agreed:-

- (a) the new Community College should start in September '82
- (b) staffing action should be taken in February, 1982
- (c) details be presented to the Governors and Schools Sub-committee of the L.E.A. including change of name to Burford Community College and revision of the Governing Body to include 'two co-optative representatives of community interests'.

The Schools Sub-committee of the L.E.A. at their meeting in November 1981 decided not to accept the change of name from Burford School to Burford School and Community College because of possible policy implications but the Headmaster and Governors together with the Management Committee of the Burford and District Centre for Social and Leisure Pursuits decided to go ahead with their plans within existing policy constraints. A Scheme of Management was prepared based upon a federal approach including all the educational resources in the catchment area in Community Education integrated activities and included in its constitution a Management Committee comprised of:-

One elected member from every 50 in classes and affiliated groups using College facilities

Two from each of (a) the School Association

(b) District Youth Committee

(c) Burford Partnership of Primary Schools

Four co-opted area representatives - Southern villages, Eastern villages, Northern villages and Burford.

Two School Governors with community interest

Head of Burford School

Head of Community Education (Burford, December 1981)

It was now agreed by the Governors that the name should be Burford School and Community College but this was not put before the Schools Sub-Committee of the L.E.A. Key people involved in the management of the development were the Headmaster of the School who provided the motivating force and professional leadership in the community, a retired Brigadier and bursar of an Oxford college who was the part-time organising secretary of the Burford and District Centre for Social and Leisure Pursuits, a retired professional educationalist who had been an H.M.I., the past chairman of the county F.E. Sub-committee who lived in the area and the chairman of the School Governors. Professional advice and support was given by the researcher as Area Adviser for Community Education.

After the Scheme of Management had been drawn up it was agreed by the Headmaster and Area Adviser that a senior post of Head of Community Education be created by combining a part-time adult education organiser post with a half-time school post into a full-time appointment. The successful candidate was Alun Bowen who had until a year previously been a well-liked Head of Music in Burford School and had other experience as a part-time adult education organising secretary in a near-by area of West Oxfordshire.

What has happened since Burford School and Community College came into being in September, 1982?

Who is the client?

Who decides?

What does it do?

What are the objectives?

The Burford School and Community College had been established by good professional leadership and the support of community leaders after considerable community discussion and consultation and great strides have been made to develop from the closed mechanistic traditional grammar school into an open organic community college. Burford and the surrounding area has benefited in many ways and those involved are to be congratulated on their successful initiative. What has happened during the first two years to inhibit the development? From participant observations made during meetings of the Governors of Burford School and the Management Committee of the Community College together with personal interviews of the key people involved in the management of the unit of organisation I make the following analysis.

1. Who is the client?

Burford Community College had as one of its objectives 'a capital resource available for use by all sections of the community'. During the first year of its life a part-time youth leader was appointed as leader in charge of the senior youth club which had successfully met in the school for many years under the leadership of a senior member of the school staff. The

new leader decided that his priority was to develop a 'drop in' style youth club to meet the needs of teenagers who gathered in the village centre with nothing to do and no where to go. The Headmaster and Head of Community Education wanted the facilities used on an organised activity basis and the 'drop in' section was excluded from using the facilities. This is an indication of the absence of very much real change from the closed traditional mechanistic system with restricted access to a more open organic system with access for everyone in the community served. If the programme of activities offered by the Community College is compared with that offered previously by the Burford and District Centre for Social and Leisure Pursuits it can be seen that although a larger and more varied programme it is still, in the main, a programme 'aimed at' the same section of the community - middle-aged, middle class adults who have always participated in educational activities. A number of efforts have been made to change the curriculum offered and bring other sections of the community to the College. A Farm Shop with coffee bar facilities operated by school pupils was a good new initiative and brought different clients into contact but the Head of Community Education decided it could not continue because of practical problems in its operation. In the large rural area served by Burford Community College there is a problem of rural isolation because of the lack of transport and poor communication. The regular publication by the Community College of 'Go Between' a community newspaper has made communication of activities much better but many people in the villages cannot reach Burford by public transport, to take part in the activities offered.

2. What are the objectives?

It must be recognised and applauded that the professional leadership and initiatives of Headmaster, Derek Glover have been instrumental in bringing about the successful changes which have taken place and Burford School and Community College is a developing

institute of lifelong learning which is bringing more and more educational opportunities to more and more people in the community it serves.

3. Who decides?

Community participation and a partnership between 'the professionals' and 'the community' is however still at a superficial level in the constitution of the scheme of management. In practice, as shown by the 'drop in' youth club incident, decisions are made by the Headmaster and Head of Community Education. Both professionals say that 'the community' are not interested and will not participate when given the opportunity. Members of the Management Committee say that 'the professionals' do not involve them in decision making and often do not tell them what is happening until after it has happened. A particular issue is the question of who has financial control.

The previous Burford and District Centre for Social and Leisure Pursuits, in common with other local adult education management committees in Oxfordshire had considerable financial autonomy with its own honorary treasurer who was the local bank manager to administer the receipt of income from grants, fees etc., and payment of expenditure for staff salaries, expenses etc. The decisions were made by the management committee and the honorary treasurer was the administrative executive officer. As the Community College developed and became integrated with Burford School financial transactions were increasingly made by the school bursar and were executed and controlled by 'the professionals' for administrative convenience. The Management Committee of the College asked for more financial involvement and a special meeting was called to discuss the roles of 'the professionals' and the Management Committee. At this meeting the Headmaster suggested that all the College finances should be administered through the school bursar and there should not be two 'community' budgets. This was not accepted and the issue has still to be resolved by reference to the L.E.A. The Headmaster would like the Management Committee to be only an

advisory committee to the Governors with a College income and expenditure account separately maintained by the Headmaster or his delegated representative. A revised constitution incorporating these changes has been submitted to the L.E.A. for approval. (Burford February 1984)

It is interesting to note that in the first year of existence of the Management Committee the decision making and financial control issues did not become so critical. During that year the chairman was John Thompson who a few years previously had been chairman of the county F.E. Sub-committee and an influential member was Eric Darlow the retired brigadier and bursar of an Oxford college. Both of them were Governors and tended to maintain traditional views of the professional role. At the end of the first year Vi Welbourne, a primary school headteacher in the area of benefit who was currently on secondment for the year studying the participation of parents in primary education, became the chairperson and did not support traditional views of the professional role. The influence of David Ayerst, the retired H.M.I., also declined at this time although his wife remained on the Management Committee and Chairman of the Governors. It became clear at the end of the first year that 'the professionals' could no longer make decisions through the Management Committee by the influence of key people who supported their views and they sought constitutional changes. The traditional attitudes of the key people began to decline in influence but so did the educational skills and knowledge they had contributed and which the new key people found difficult to produce. The Management Committee became ineffective and inefficient in its management task because it lacked the skills and knowledge necessary to carry out its functions of determining responses to educational need in terms of managing the curriculum and resources of the Community College.

4. What does it do?

The characteristics of Community Education can be seen in operation at Burford School and Community College. There is community development with an altruistic philosophy taking place, and a change towards continuing education with comprehensive provision for all is, to some extent, taking place. The concept is certainly developing by professional diffusion but as described above community participation by involvement and control by partnership is lacking and there is not a real community curriculum which recognises social change. If the focus in Community Education is on people and how they as participants define their own aspirations and needs for education then Burford has some way to go before reaching that stage in its development. The curriculum of Burford School has certainly become more Community orientated and the curriculum of the Community College has been extended but in both curricula areas the programme is one 'offered' by 'the professionals' and not one determined by 'the community'. The Head of Community Education, Alun Bowen at a Management Committee meeting in January 1984 requested 'that all Committee Members should prepare detailed reports of all activities which happen in the areas they represent and seek out and report any gaps in the provision of educational, social or cultural activities'. He suggested 'that the information thus gathered would be included in next year's Handbook and the preparation of the programme would have greater realism if known gaps in existing provision could be catered for'. There was little response to reporting gaps in provision but information of activities in some of the villages was gathered for the 1984-5 Handbook. Identifying gaps in provision is a part of a 'top down' curriculum approach by the professionals. With staff development and training of those involved in the organisational unit a 'bottom up' curriculum approach might become a

possibility. The traditional educational perceptions of both 'the professionals' and 'the community' inhibit the development of a community curriculum in Burford Community College and there is a need to change their perceptions. Burford has considerable potential in its human resources for voluntary helpers, part-time tutors and leaders and for community participation in the task of management in Community Education but the potential requires development and change.

Summary of findings from the Burford case study

Burford as a Community College has relied heavily in its development upon the enthusiasm and initiative of the Headmaster in attempting diffusion of the Community Education concept through the College but has fallen short in the development of the characteristic of community participation. As a community Burford has considerable potential resources in the membership of its community. At present these receive a low priority in a professionally led development. The objectives of the organisation in practice are not as broad as they were intended to be. Early negotiations related to development of all the characteristics of Community Education and required considerable extension and variation of L.E.A. policy.

When the minutes of meetings of the management committee and locally published papers and prospectuses of the College are examined they are found to support evidence from the participant observation of meetings and interviews with key people that:-

1. Although a larger and more varied programme of activities soon evolved some sections of the community had needs which were not met e.g. youth work provision. The development was inhibited by traditional educational perception of both 'the professionals' and 'the community' for needs to be met through provision of classes (Comparison of prospectuses for 1981 - 2 - 3 and 4 and Management Committee Meeting Minutes of 2nd November, 1983).
2. Decisions was made mainly by 'the professionals' and restricted to them, initially by the support of sympathetic key people and then by lack of knowledge and skill of the management task among newer members of the Management Committee which made it ineffective. (Management Committee Meeting 17th January, 1984).
3. At Burford the focus is not on people and how they as participants define their own educational needs and aspirations but on the professionals extending provision of opportunities for education to the community. (Notes of interviews with Headteacher, Head of Community Education and Chairman of the Management Committee.

4. When 'decision making' and 'community participation' became a key issue 'the professionals' sought constitutional changes to support their traditional perceptions of education and to have control of the curriculum and resources. (Headteacher's Memorandum, 17 May 1984).
5. The youth leader attempted a more open organic approach to meeting need within the community but was defeated by traditional closed mechanistic approaches to education. Youth Service Training and experience has a contribution to make in Community Education development. (District Youth Committee Minutes, 7th February, 1984).
6. The management of change did not include an appropriate staff development and training programme for all involved.

The Burford Community College development goes part of the way toward being an institute of lifelong learning but falls short because of a constitution which attempts to extend the school based educational objectives of its governing body to community based educational objectives of a management committee which is a sub-committee of the governors. (L.E.A. Adviser's Memorandum of 30th April, 1984 to Headmaster and his letter to Chief Education Officer of 17th May, 1984). This is a good partial development toward Community Education on which can be built further development through L.E.A. policy and organisational structure changes in the unit as a catalyst and by staff development and training of those involved as a change agent.

The blocking points to further development are:-

- (a) The tension in management control of the organisational unit between professionalism and community participation
- (b) Traditional perceptions of education by both the professionals and the community of educational institutions and staff being 'providers' of courses and not 'enablers/facilitators' of learning experiences.

- (c) The unclear policy and organisational structure of the L.E.A. for Community Education.

The budding points for further development are -

- (a) The energy and enthusiasm for Community Education of the Headmaster.
- (b) The experience gained and progress made in the first three years.
- (c) The changes in perception which have taken place in the first three years through a sharing of knowledge and experience of those involved in the management task.

(iv) Chipping Norton - a second case study
in the North Oxfordshire
area of a development
towards Community Education

I chose Chipping Norton as the second case study as initiative for the development of Community Education came from the L.E.A. review of provision in the town.

Chipping Norton is an old Cotswold 'wool town' and, although larger (population 3,000) than Burford has a number of similarities. Chipping Norton School was a grammar school which became comprehensive and until 1981 had a very traditional headmaster. In September, 1981 the new headmaster took up his appointment and at the same time the L.E.A. was reviewing Youth Service provision in the town.

Chipping Norton Youth Centre was housed in old unsuitable premises called The Oddfellows Hall located at the other end of the town to Chipping Norton School. The premises, which were in a poor state of repair, were leased by the County Council from the Manchester Order of Oddfellows and the lease was due to expire the following September.

As the newly appointed Area Adviser for Community Education it was my responsibility to review the Youth Service provision in Chipping Norton and advise the Chief Education Officer on the provision needed.

The Youth Centre at the Oddfellows Hall had developed as a 'drop in' type of youth centre for the 'drop outs' of the town. It had a poor reputation among young people and residents of the town in general but was popular among the young people who used it and well thought of by its management committee which was largely comprised of Social Services Department staff. I decided not to seek renewal of the Oddfellows Hall lease but to seek wider provision for the educational needs of

all young people in the area by securing accommodation for the Youth Centre at Chipping Norton School.

During an interview with the Headmaster, John Howell, on 7th October 1981 I discovered that he had previously been at a school which had a youth centre on the same site and he was anxious to develop use of the facilities at Chipping Norton School by all sections of the community.

John Howell stated that his requirements for moving Chipping Norton Youth Centre to Chipping Norton School would be for the L.E.A. to provide:-

- (a) a full-time member of staff responsible to him
- (b) a co-operative and committed caretaker
- (c) premises identifiable as the Youth Centre by its clients

as he would not wish the move to 'go off at half-cock'.

I agreed that these were important considerations and immediately started to look for the ways and means of providing these requirements in very difficult economic and political circumstances during the Winter of 1981-1982. During the Spring and Summer of 1982 arrangements were eventually made for:-

1. The appointment of a Community Education Worker (Youth) on the school staff
2. The conversion of a surplus school meals kitchen adjacent to the Adult Education Centre into a coffee bar area for the Youth Centre and dual use of the adjacent small hall
3. A new constitution for a Youth Centre Management Committee
4. Closing the Oddfellows Hall as a youth centre and opening the new Chipping Norton School Youth Centre in January, 1983
5. Discussions and consultations to begin towards a Chipping Norton School and Community College evolving from a growing interest in Community Education by both 'the professionals' and 'the community'.

Within a year of the exploratory discussion between the Headmaster and Area Adviser taking place the requirements had been met and developments were taking place leading towards Chipping Norton School and Community College. The key people involved in the management of the development in addition to the Headmaster and Area Adviser were Arthur King, Chairman of the Oddfellows Hall Youth Centre Management Committee who was also Area Director of Social Services, Bernard Whitehorn, newly appointed Community Education Worker (Youth), Leslie Elliott, Chairman of the Adult Education Centre Management Committee, Gordon Methews, Part-time Adult Education Organising Secretary, Helen Latcham and Nick Morton, School Governors.

What has happened since that time?

Who is the client?

Who decides?

What does it do?

What are the objectives?



What are the objectives?

The move towards Chipping Norton School and Community College has been accompanied by supportive professional leadership and initiative and great strides are being made towards developing from the closed traditional mechanistic institutions of separate school, adult centre and youth centre into an open organic community college. What has happened so far to inhibit the development of Community Education? From participant observations made during meetings of the School Governors and the Management Committees of the Youth Centre and Adult Centre together with personal interviews of the key people involved I make the following analysis:-

Who is the client?

A report by H.M.I. in December, 1982 commended the changing curriculum at Chipping Norton School with its 'widening of pupils horizons through industry links, work experience and field studies' and with 'exemplary transfer arrangements for primary pupils'. The professionals have

recognised the need for change and progressed a considerable way since the days of the traditional grammar school in Chipping Norton. The perception of education by 'the community' has however not changed much. There were many people in Chipping Norton who were opposed to moving the Youth Centre to the buildings occupied by the old grammar school and views were expressed that there was little in common between the two institutions and that they were concerned with two different kinds of young people. Other people however were full of hope and encouragement. This can best be illustrated by an incident which occurred while I was interviewing the youth leader as part of my research. We were seated in the newly converted coffee bar of the Youth Centre in which an afternoon W.E.A. class had been held and was just dispersing. As the middle-aged and middle-class W.E.A. students passed through the Youth Centre common room they looked at the new furnishings, fittings and paintwork and made comments such as "I'll give that lot from the Oddfellows Hall six months in here and it will be a wreck". Soon afterwards a group of school meals staff on their way home came in and one asked, "Can we have a look? Our Mandy has told us what a smashing place they've got here". Comments were made such as "Aren't kids lucky these days to have the opportunities we didn't have".

The Adult Centre Management Committee, whose chairman, Leslie Elliott had given twenty years valuable service including the last nine years as chairman, did not welcome the move towards Community Education at Chipping Norton and expressed the view that they had provided a very good programme of courses for the community which would be threatened by the change. An example was in the use of the Sports Hall for Badminton. An instructional class had developed into a club using the facilities on three evenings a week and was affiliated to the Adult Centre. Would the Youth Centre require use of the Sports Hall and who would decide that the club had to give up some of its use? The Adult Centre Management Committee did not wish to see use of facilities by their middle-aged and middle-class clients changed in favour of the 'no good layabouts from the Oddfellows Hall'.

The Youth Centre at the Oddfellows Hall had been controlled by representatives on their Management Committee with strong links to the Social Services. When the move to Chipping Norton School was suggested they were opposed as they felt their disadvantaged clients would be 'pushed out of using the facilities'. Arthur King, Chairman of the Youth Centre Management Committee at the Oddfellows Hall was Area Director of the Social Services and it took a long time for him to be persuaded that his clients would benefit by the move. Agreement was eventually reached by assuring him that the part-time leader of the club who worked well with the particular young people concerned would move also and that he would be in charge one night a week and have a group of adults supporting him who had been involved at the Oddfellows Hall.

The Headmaster and the Area Adviser both had objectives in the move of extending both the curriculum and range of clients whose needs were being met by Community Education but were inhibited by traditional perceptions of education and vested interests of particular client groups in the community participants in management of curriculum and resources.

Who decides?

The Management Committees of the Adult Centre and the Youth Centre each had local autonomy and control of curriculum and their own resources. The Headmaster had control of the School curriculum and resources, constitutionally through his Governors but as traditional 'captain of the ship' he made the decisions and they were 'approved' by the Governors or the Chairman of the Governors. The Headmaster served on the Management Committees of the Adult Centre and the Youth Centre and told them both that he did not wish to be the 'benevolent dictator' who decided how facilities were to be allocated and used but they felt that this was 'what he was paid for'. The Headmaster welcomed the idea of a management committee which controlled the educational resources and the 'community curriculum', with him as an executive officer, but firmly resisted any 'outside' control of the school curriculum. When the

Community Education Worker (Youth) was appointed with Youth Service experience and training he worked well with the new Management Committee of the Youth Centre and they became a participative decision making management partnership with some inhibition to development from the Social Services influence. The Chairman of the Adult Centre Management Committee resigned and there was an influx of new members but they lacked experience and knowledge of the new skills needed in a more organic institution. Day to day decision making is now done by 'the professionals' after consulting key people on the Management Committees and Governors - only the Youth Centre Management Committee is really a participative partnership.

What does it do?

The Headmaster and Area Adviser provided leadership and support for the development of Chipping Norton Community College and a notable success has been achieved in establishing the new Youth Centre at Chipping Norton School. Some change in management of the curriculum and resources of the whole educational campus has taken place but this has been inhibited by the Adult Centre Management Committee which is also reluctant to move towards a Community College constitution which removes their control of the traditional adult education curriculum and resources. The Adult Centre Management Committee have firm views of the roles played in its management. They see their roles as 'guardians of the public purse' and concerned mainly with deciding how the small amount of grant received from the L.E.A. is spent each year and being accountable for that to the local community and the L.E.A. Any management matters concerned with curriculum and premises is the role of 'the professionals who are paid to do it'. This falls mainly upon the part-time organising secretary. It is a strange paradox for the Adult Centre Management Committee to have these views when the part-time organising secretary, Gordon Mathews, is by profession an accountant without any professional training in education and the members include three full-time teachers, a retired local government officer, a county councillor, a W.E.A. organiser, two part-time tutors

in the Centre, a retired area youth officer and the past part-time organising secretary all with experience and knowledge relative to the curriculum but not financial matters!

Two School Governors with interests in developing community use of facilities have now become key people. Nick Morton is Chairman of the Youth Centre Management Committee and Helen Latcham is Chairman of the Adult Centre Management Committee. Development towards Chipping Norton Community College is slowly proceeding now after an initial miniature programme of staff development and training of the key people involved but will not proceed much further or much faster until this has been extended to all involved. In particular the members of the Adult Centre Management Committee need to change their traditional perceptions and acquire knowledge and skills relevant to an open organic institution.

Summary of findings from the Chipping Norton case study

Chipping Norton relied heavily in its development upon diffusion of the Community Education concept by the Headmaster and the Area Adviser for Community Education, as 'the professionals', and was inhibited more by the traditional education perceptives of 'the community' than those of 'the professionals'. The objectives of the organisation being established were those of the broad concept of Community Education and its characteristics as far as these were possible within the current policy of the L.E.A. (Memorandum by L.E.A. Adviser, October 1981).

Examination of the minutes of meetings of the School governing body, Youth Centre management committee and Adult Education Centre management committee support evidence obtained by participant observation and interviews with key people that:-

1. Decisions were made mainly by 'the community' but the rate of change towards an open organic institute of lifelong learning with community participation was very slow and restricted by lack of knowledge and skills of 'the community' both of the concept they were developing and of the management task being undertaken in a new organic institution. (Minutes of School Governors 24th June 1983 and 1st November 1983 with correspondence between Head and L.E.A. Adviser).
2. The community saw their role as primarily 'guardians of the public purse' in decision making and not as identifying need and determining curriculum which they considered to be 'the professional' role. (Minutes of the Adult Education Management Committee 30th June 1983 and 2nd February, 1984).
3. The youth leader developed an open organic approach to meeting need and participative partnership in management by drawing upon his professional training and experience in the Youth Service. (Minutes of Youth Centre Management Committee 14th February 1983, 17th March 1983, 14th September 1983, 25th January 1984 and 9th May, 1984).

4. The management of change did not include an appropriate staff development and training programme for all involved.
5. Training needs identified as
 - (i) assessment of needs in the community
 - (ii) evaluation of provision, local communications and human relationships
 - (iii) knowledge and skills of the management task.(Minutes of Adult Education Management Committee on 3rd February, 16th March, 21st April, 30th June and 13th September, 1983; 2nd February and 12th June, 1984).
6. The members of the Adult Education Management Committee which was generally resistant to the change toward Community Education eventually became supportive and asked the L.E.A. for new policy and guidelines on which to base the development. This request also came from the Governors of the School.
(Minutes of Meetings June, 1984).

The development of Community Education in Chipping Norton has progressed by establishing a Youth Centre at Chipping Norton School. It is, however, inhibited by the absence of L.E.A. policy or guidelines on the structure of an organisational unit. This is an important point to which I will later return as the unit could become the catalyst for change.

The points blocking further development are:-

- (a) the tension in management caused by the traditional perception of education by those involved in the participative partnership of management
- (b) view of those involved that the development lacks 'authority' by the L.E.A. not having a known policy or set of guidelines for Community Education

- (c) insufficient local professional leadership and initiative for diffusion of the broad concept of Community Education

The budding points for further development at Chipping Norton are:-

- (a) the changes which have taken place by moving the Youth Centre to the School campus and the appointment of a Community Education Worker (Youth) with appropriate skills
- (b) the amount of interest in the concept of Community Education and recognition by those involved in management of their own training and development needs.

(v) My findings and follow-up participative observations and interviews

The findings from the questionnaire survey in North Oxfordshire and case studies of Burford and Chipping Norton suggested:-

1. there is a tension between 'professionalism' and 'community participation' which inhibits the development of Community Education. Professional leadership initiative and support is needed for diffusion and development of the Community Education concept but paradoxically professionalism inhibits development of 'community participation' because of traditional perceptions of education and the role of the professional educator.
2. the part-time staff, voluntary helpers and management committee members who participate in the management of local units of organisation have unmet needs for staff development and training as community participants. Areas of particular training need identified are:-
Human relationships - working in overlapping groups
Communications - evaluation
Assessment of community needs - sharing knowledge and experience.
3. there is a need for a training curriculum which provides knowledge and skill appropriate to objectives of the broad concept of Community Education as a process and the management task of local organisational units.
4. Some of the training at present provided in the Youth and Community Service may provide some of the knowledge and skills required.
5. If the focus in Community Education is on people and how they as participants define their own educational needs and aspirations then the traditional mechanistic system of education has to become a more open and organic system. This requires a positive L.E.A. strategy in which clear guidelines indicate

a policy which devolves power -

- (a) with considerable autonomy and control to the local unit of organisation
- (b) a shift in focus of staff development and training from separate 'professionalism' subject centred training in county courses to integrated 'participation' process centred training within the local organisational unit.

To check the above findings I decided to use my analytical framework of questions -

What are the objectives? 

- Who is the client?
- Who decides?
- What does it do?

in participant observations at management committee meetings at Adult Centres and Youth Centres and at School Governors meetings elsewhere in the North Oxfordshire Area and to follow this up with interviews of key people involved in the management of those local units. In the following analysis of this research I relate the observations I made to my earlier findings in the questionnaire survey and case studies by giving a rating of 'high', 'moderate' or 'low' to the level of support given to the findings and building a table which collects together the results for each local unit.

1. The Tension present between 'professionalism' and 'community participation'.

This is a problem in the development of Community Education which affects local units of organisation to various degrees and at various levels. On both sides the main contributing factor lies in the previous experience and training of those involved which has contributed to the perceptions they hold of education and management. The professionals expect to make the decisions and the community generally accept. This can be seen from observations I made of almost every management committee

involved in the research. Many of the committees were in fact nothing very much more than 'rubber stamps' and reflect the traditional headmaster (captain of the ship) and school governing body (reports for information) management relationship rather than an executive - board of directors relationship.

At Woodstock Adult Centre the headmaster made a unilateral decision to stop a flourishing judo club with over 80 members from using the Sports Hall because of a dislike of the person who organised it. At Banbury, Kidlington and Carterton Youth Centres the professionals control the decision making by either not having management committee meetings at all or meetings which are infrequent and severely restricted in length. Witney and Banbury Technical Colleges both have constituted Community Education Committees which are 'rubber stamp' committees and dominated by the responsible professional on the college staff and the college principals.

I found Hook Norton Adult Centre to be the only real exception. Here adult education is organised by a local management committee and uses the small primary school and other community resources in the village. There is no secondary school and the part-time organising secretary for adult education is a housewife without professional training or qualifications. At Hook Norton, a Cotswold village within commuter distance of Banbury, there is, for the size of the population, a relatively flourishing Adult Centre with an effective management committee for which the part-time secretary sees herself as the executive officer.

In the development of community schools and colleges when staffing negotiations are being made between the headmaster and the L.E.A. the tension has been manifested in every case to date in North Oxfordshire by the headmaster insisting upon a line management responsibility for the Community Education Worker in the area of benefit and withdrawal of responsibility for the Community worker to the local management committee.

Headmasters also resist proposals to change the powers or constitutions of Governing Bodies and have a low opinion of community participation. In my interviews with key people involved in the management of local units of organisation I found that 'the professionals' invariably held the view that without the initiative and enthusiasm of their role there would not be any development towards Community Education in their area and that the community were far from wishing to participate in its management as generally the professionals had difficulty in getting people interested in the concept. Key people, like management committee chairmen and honorary treasurers generally supported the view that the professionals were paid to do the job and had the necessary training and experience to make curriculum and use of existing resource decisions and that their role was chiefly as 'guardians of the public purse' to make sure the books balanced and only make decisions involving changes in resources and new resources.

In those local units having little or no development towards Community Education, with the characteristics I have identified, the definition of these role perceptions were the strongest. When movement were made towards the development of Community Education the tension increased as perceptions of roles became increasingly blurred. When a confrontation situation was reached 'the professionals' usually secured control as they had superior knowledge and skill and 'the community' withdrew with increased apathy in participation.

2. The Training Needed

The part-time staff, voluntary helpers and management committee members who form 'the community' participation in local organisational units and who volunteer to participate in the management of local units of organisation have training needs to enable them to perform their task effectively.

Many 'community participants' at present see themselves as representing particular current interests

in the management of the organisational unit and take very little active part unless that interest is 'threatened' in some way. This might be, for example, a particular group of men who for many years have used a resource such as a hall for a particular activity on a particular night of each week and a different use is proposed for that hall. This is a negative form of participation in management and was the normal behaviour for the majority of those involved. The training needs indicated were usually in areas which would enable those involved to participate positively in the management task.

The 'community participants' had some vague notions of the necessity to build a network of overlapping groups of people and of the importance of groups working together in harmony with each other. The amount of time spent during meetings on problems and difficulties arising out of conflict within and between groups of people could possibly be reduced by some management training in the area of human relationships.

Time and again during my interviews with key people reference was made to 'what we used to do' and past perceptions of success recalled. On very few occasions was any reference made to any current needs in the community which were not being met. The usual management skills employed in determining the curriculum were to repeat previously successful activities and to offer to respond by provision of an activity if 'enough people showed interest'. A second training need for volunteers is the assessment of need in a community.

During my visits to meetings of management committees of centres and governing bodies of schools I found it difficult not to be regarded as 'the expert from the County Council in Oxford' - taking brick-bats and criticism on behalf of my employer, putting people in touch with appropriate other people who could help them in their task, providing information needed, advising upon whatever matters were presented to me, relieving

frustration and resolving conflict. Many of these matters were simple misunderstandings due to lack of communication and wrongly held perceptions of the task in which they were engaged. This confirmed a third training need to enable people to engage confidently in appropriate clear communication related to their task and to be able to evaluate their task.

It is interesting to note that the two communities where I found support for these findings was not so high (Carterton and Kidlington) were the only units which had become controlled by Community Education Committees several years ago and those involved had by necessity to develop their own knowledge and skill in these areas of training.

3. Broad Concept Development

Those involved in the management of local organisational units for Community Education generally have traditional perceptions of education. They feel that they are 'school people', 'adult education people' or 'youth service people' depending upon the nature of their present involvement and previous experience. This leads to their protection of 'vested interests' in management of the local units, divided loyalties and the making of irrational decisions. The volunteers accept the aims and objectives of Community Education in overall general superficial terms but in practice they operate in terms of the aims of objectives of schools, adult education or the youth service. From my observations and interviews I find that they see Community Education as an overall 'umbrella term' under which three separate educational services operate in the community. This perception of Community Education is re-inforced by the financial, administrative and committee structure of the L.E.A. which makes management of the broad educational concept of Community Education as a process very difficult. There is a need to change the perceptions of education of those involved so they understand what is meant by the broad

concept of Community Education as a process and understand the management task of those involved in achieving its objectives.

Follow-up participant observation and interviews of six out of the nine other organisational units in North Oxfordshire showed support for these findings.

4. Youth Service Training Influence

I found from my participant observations and personal interviews that where those concerned had received some Youth Service training they generally participated in the management of the local unit to a greater extent and their training was apparent. In Oxfordshire the 'core course' for the Youth Service is a Communications Course and this together with a course in organisational and leadership skills comprises the Basic Certificate which at present is intended for part-time youth leaders only. Some of the training needs for those involved could be met by this provision in courses for those concerned with working with people.

The three units of organisation with no full-time youth workers were significantly the units where I found no evidence to support positive influence of Youth Service training on the development of Community Education. In the other six units support for this finding was high.

5. System Change

Changes are gradually taking place in our traditional mechanistic education system towards an open organic system which is more appropriate for Community Education with its focus upon 'community participation'. In Oxfordshire as in other local education authorities initiatives for change have generally come from 'the field' rather than from 'the authority'. A 'groundswell' is building up which will require the L.E.A. to make an appropriate response. For the development of Community Education a strategy is required which will devolve power to local organisational units for Community Education

and enable them to become catalysts for change and will shift the focus of training from 'professionalism' to 'participation' within the unit as the agent of change.

I found support for this finding was high in every unit of organisation in North Oxfordshire as shown in the following table:-

Table showing my assessment of the level of support for my findings from information gained through other participative observation and interviews in North Oxfordshire

<u>UNIT OF ORGANISATION</u>	1. Tension present	2. Training needed	3. Broad concept	4. Youth Service influence	5. System change
Banbury	High	High	High	High	High
Bicester	High	High	High	High	High
Carterton	Moderate	Moderate	Moderate	High	High
Charlbury	High	High	High	Low	High
Eynsham	Moderate	High	High	High	High
Hook Norton	Low	High	Moderate	Low	High
Kidlington	High	Moderate	Moderate	High	High
Witney	High	High	High	High	High
Woodstock	High	High	High	Low	High

Note:

Hook Norton is based upon a primary school and has little provision for Youth Service. The headteacher, however, has a Youth Service background and primary school teachers tend to see their role as enablers/facilitators of learning. This is a possible reason why Hook Norton showed low tension present although low influence could be directly attributed to the Youth Service. This, however, is a new hypothesis for further research and not in the scope of this work.

CHAPTER 7

A STRATEGY FOR THE DEVELOPMENT OF COMMUNITY EDUCATION THROUGH STAFF DEVELOPMENT AND TRAINING

(1) Review of hypothesis

My initial hypothesis was:-

Community Education is a developing concept supported by L.E.As to integrate educational services (adult education, youth service, schools and further education) into providing maximum educational opportunities for the personal development of every individual within each community. Community Schools, colleges and Centres of L.E.As pursuing this policy are given considerable autonomy and devolved power to promote Community Education. Their effective management of the task is dependant upon effective performance of the part-time adult tutors, part-time youth leaders, voluntary helpers and management committee members comprising the unit in each community. Staff development programmes are necessary to facilitate the effective management and effective working relationships of the unit and such staff development programmes should include elements common to the part-time youth leaders, part-time tutors in adult education, voluntary helpers and management committee members in the unit.

In formulating my initial hypothesis I identified the need for staff development and training of part-time adult tutors and youth leaders, voluntary helpers and management committee members involved in promoting Community Education in each local organisational unit. I had experienced the development of training courses for part-time youth leaders in the 1960's and for part-time adult tutors in the 1970's and had seen the improved educational services to the community which accrued from these developments. A few experiments had then been made

of combined common element training which had produced particular benefits where Adult Education and Youth Service were provided on a school campus. This suggested to me that if the local units of organisation established by L.E.A.s for the growing interest in Community Education integrating adult education, youth service, schools and further education were to be given local autonomy and devolved power there was a need to provide some kind of training for those involved in the process. This would I thought probably be achieved by extending the common elements of training already provided for part-time adult tutors and youth tutors to the voluntary helpers and management committee members willing to undertake the training if it was offered by the L.E.A.

Research Findings

In my research I discovered that Community Education grafted on to the traditional closed mechanistic school system is fundamentally flawed and we need a new 'institute of life-long learning' system which is a more open organic system. If through economic necessity and resource constraints we have to utilise existing school resources for the development then a key issue arises from a tension between two characteristics of the Community Education concept. On the one hand we have the characteristic of a professionally led diffusion and development of the concept from which most of the growth to date has come and, on the other hand, the important characteristic of community participation in defining their own educational aspirations and needs. The existing traditional mechanistic systems in education are gradually becoming more open organic systems and the tension which inhibits the development of Community Education comes from both 'professionalism' and from 'community participation'.

My Sutton Centre case study finding of development inhibited by the tensions caused by the traditional attitudes and values in education of professional and community participants was similarly found at Oxclose, Burford, Chipping Norton and throughout my observations of management committees and interviews with key people. My findings at Oxclose suggested that an integrated staff development and training programme for all involved in the management process would ease the tensions and provide a means by which professionals and community participants could be brought together in a helpful relationship with each other. In my Burford case study it was found that the development was inhibited by strong professional leadership and community participation was missing while at Chipping Norton community participation itself inhibited development. This tension in the process of development was a key factor found present throughout my research.

In my research I also found that both the professionals and the community participants had little knowledge and understanding of the broad concept of Community Education embraced by the characteristics I had identified. The questionnaire survey findings that those involved gave highest importance to personal development of individuals was encouraging as this related to the Continuing Education characteristic. This was similarly true in 72% wishing to support something worthwhile and 67% desiring to help others which supported the Community Development characteristic. People consulted understood what was meant by School,

Adult Education and Youth Service but their understanding did not extend to the broader concept of Community Education.

The four case studies were all based upon attempts at Professional Diffusion of the concept and findings in my participant observations and interviews with key people showed support for this characteristic. What was missing however, to varying degree, in all the situations examined was knowledge, understanding and practice related to the characteristics of Community Curriculum and Community Participation. The leaders in the field were little different to the others in this respect.

CONCLUSION 1

Staff development and training programmes involving part-time adult tutors, part-time youth leaders, voluntary helpers and management committee members are needed in the development of Community Education to assist the process, ease the tension between professionals and community participants, make management of local organisational units more effective and improve knowledge and understanding of the broad concept.

If staff development and training is needed for all involved in management of the local organisational unit what is needed to develop Community Education and what is appropriate for an L.E.A. to provide? My questionnaire survey identified respondents perceptions of their training needs being in the areas of knowledge and skill in

communications, human relationships and needs assessment. Support was given for needs in human relationship and communication training from my participant observations and for needs assessment training in my interviews with key people. The case studies all provided evidence of need in these areas of training.

An important finding from the questionnaire survey was that all the part-time youth leaders had received training through a county course and made the greatest contribution to decision making. In the Chipping Norton case study the youth leader considerably assisted community participation. The areas of training need identified above are those which form the basis of the curriculum for youth leader training in the county. The Youth Service have been involved in meeting similar training needs for many years and should be recognised as very much a positive influence and source of knowledge and skills for Community Education.

The questionnaire survey revealed the scale of the staff development and training task in that 70% had not received any training at all or their training was not appropriate and those at present involved were middle aged, mainly women, a large proportion had been involved for more than 10 years and those trained had received their training more than 10 years ago. 80% said they would be willing to attend evening sessions mid-week.

CONCLUSION 2

Staff development and training programmes involving part-time adult tutors, part-time youth leaders, voluntary

helpers and management committee members should be organised by the L.E.A. at local organisational unit level through mid-week evening sessions to meet needs for knowledge and skill in the area of human relationships, communications and needs assessment. The Youth Service is a potential resource for an appropriate curriculum and training experience.

It has become apparent to me, through research, that fundamental changes are needed in our educational system and Community Education (as a process) is a potential influence toward those changes. People become involved in Community Education in many different ways - school, youth service, adult education, colleges, voluntary agencies, community groups, industry etc. The tension among and between professionals and community participants is not due to differences in fundamental values and beliefs but because they are at different points along the same track in a new territory. Community Education is a process by which perceptions of education in the old territory can be transformed into perceptions of education in the new territory. These are a series of steps or sequential approaches along the track in the new territory. David Clark (1985) has usefully outlined these as attempts at Community Education developments aimed primarily at:-

1. Dual use - cost effective use of buildings and staff
2. Meeting needs - making provision and response
3. Educational networking - facilitating and sharing resources

4. Raising awareness of values - development of personal philosophy
5. Individual autonomy and social co-operation - change and liberation

Each one is more radical than the last and progress along the track is not made unless the vision of what is at the end is taken more seriously. We need to clarify the vision of the broad concept of Community Education and devise a strategy for progressing along the track which will bring supporters of community education together in a fruitful argument and not sterile confrontation. Progress has to be made through evolution and not revolution. What is the vision and what kind of strategy do we need?

My research identifies five characteristics which distinguish it as a broad concept:

1. Continuing education - making comprehensive provision for education from cradle to grave
2. Community curriculum - relating education to community needs and recognising social change
3. Community development - an altruistic philosophy with notions of a caring, sharing community
4. Community participation - focus on people as participants defining their own needs and aspirations
5. Professional diffusion of the concept - from Morris and others toward a multi-agency approach.

These five characteristics are all important parts of the vision of the product we seek from community education but the last two, viz., community participation and professional diffusion, provide some insight into the strategy we need to adopt because they are also characteristics of the process of community education. The key issue in further development of community education stems from the tension between these two characteristics of the process. Professionals have to release their domination and control of a traditional closed mechanistic system where they are 'providers of learning' and enter into participative partnerships in which some of their responsibility and role transfers to the community in a new open organic system where they are 'facilitators of learning'. A strategy is needed which recognises this key issue.

L.E.A.s in their development of Community Education have tended to adopt the simple equation of adult education + youth service + schools = community education as the basis of their provision. This equation will not of itself promote the change from the traditional closed mechanistic system of providing education to the new open organic system of facilitating education and neither has storming the citadel by revolution been successful.

The process characteristics of community participation and professional diffusion in the development of community education have to be included in a strategy which is more of a formula than an equation for changing the system and accomplished by evolution rather than revolution. The

missing part of the formula is the participative partnership between professionalism and Community participation in which some of the responsibility and roles in professional diffusion of the community education vision is transferred to community participation. This requires a L.E.A. strategy which contributes to the formula change catalysts and change agents which support the participative partnership and minimise the tension between the two process characteristics.

CONCLUSIONS 3.

Community Education should be developed through new local organisational units based upon a federal approach called an 'institute of lifelong learning'. In my strategy the L.E.A. would devolve power and control of curriculum and local resources to such a unit. This, together with the appointment of professionals committed to the concept to provide leadership and diffusion of the community education vision, would be the change catalysts. Change agents in the formula would come from a focus on people as participants determining their own educational needs and aspirations. This requires a shift in emphasis toward staff development and training at the local unit level of organisation in a holistic approach with greater recognition of the roles of part-time staff, volunteers and management committee members and their training.

Revision of hypothesis

In my initial hypothesis I was concerned with providing staff development and training in response to unmet needs of those involved related to effective management and effective organisation of Community Education provision by the L.E.A.

Conclusion 1 from my findings is mainly concerned with showing support for my initial hypothesis from my research.

Conclusion 2 gives some indication of how L.E.A.s might attempt the task.

Conclusion 3 extends my concern toward using staff development and training in a strategy for the L.E.A. management of change, summarised diagrammatically at the end of this section, which is aimed toward changing the traditional mechanistic system for education to an open organic system in the local organisational units needed and in resolving tension between 'professionalism' and 'community participation' which inhibits development. Provision of staff development and training for all involved from the outset of initiatives towards the development of Community Education in a local organisational unit would enable a partnership of participation between the 'community' and the 'professionals' to develop.

This partnership of those involved would focus upon the process of Community Education and how people as participants define their own aspirations and needs for education. The professionals involved who seek to promote Community Education would, through staff development and training within the unit, join with those involved in its management and by together identifying and negotiating objectives and learning programmes for themselves and others in the community, enable transformation of their perspectives to take place.

Unit training would itself reflect the process of Community Education, be based upon negotiated learning contracts and recognise the knowledge, skill and experience already in existence in the training group. My research findings point the need for unit training in areas of assessing needs in the community, evaluation and communication, human relationships and the management task. Youth Service experience in these training areas is a potential resource to be used and further developed.

In moving from a traditional closed mechanistic system to an open organic system of organisation for Community Education there are implications for the L.E.A. and the schools involved.

My research findings imply that a L.E.A. required strategy devolves considerable power and control of curriculum

and resources to the unit level of organisation, which is a federation of educational resources in the community, and that the professionals appointed are committed to the concept and see their role as 'team builders' and 'facilitators' rather than 'traditional professionals'. A strategy which embraced these implications for the development of Community Education through unit training would form the catalyst in which changes could take place.

My hypothesis now:-

- (a) draws attention to participation and the roles of volunteers in Community Education and particular training needs in the 'process'
- (b) emphasises the need for a shift in the focus of training towards a holistic 'process centred' approach within the unit of organisation away from the present professional and knowledge centred approach in county training courses
- (c) proposes a L.E.A. strategy for change from a traditional closed mechanistic system to an open organic one which allows the vision of Henry Morris to become a reality and supports development of Community Education.

How do the findings of my research and revised hypothesis relate to other relevant research and present trends and developments in education? This is the question which is investigated in the following sections of this chapter and synthesised with my findings under the main headings of:-

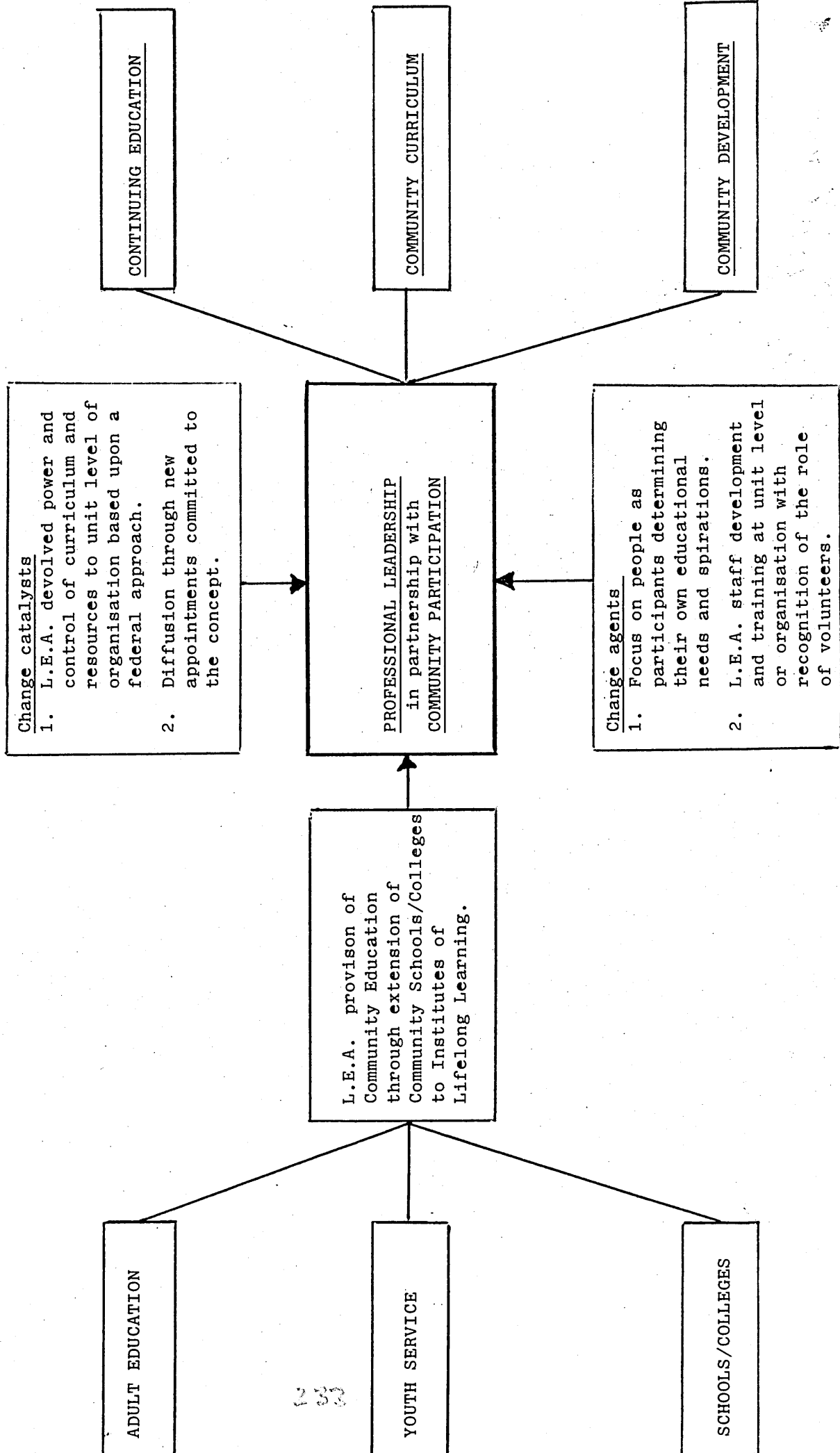
- (a) the roles of volunteers and their particular training needs in the 'process' of Community Education
- (b) unit training for institutes of lifelong learning.

The provision of staff development and training within a unit of organisation (for all involved in its management) and a shift in focus towards training for the process of

participation (particularly the needs of volunteers) would contribute the change agent needed for the development of Community Education. A positive L.E.A. strategy of change from a traditional closed mechanistic system to a more open organic system described in the third system would contribute the change catalyst for the development of Community Education. In the two sections which follow I seek to take up my own stance on the revised hypothesis from my findings and relate this to present trends and other relevant research. I then aim to draw out the design principles for a L.E.A. strategy for Community Education and indicate developments which have taken place in Oxfordshire linked to such a strategy.

A L.E.A. STRATEGY FOR THE DEVELOPMENT OF COMMUNITY EDUCATION
AND INSTITUTES OF LIFELONG LEARNING

<u>Traditional closed mechanistic system</u>	<u>New open organic system</u>	<u>Process characteristics</u>	<u>Product characteristics</u>
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(ii) The Roles of Volunteers and their Particular Needs
in the Process of Community Education

Present trends and other relevant research

Community Education would not exist at its present level without volunteers. The 'multiplier effect' of the order of 10 by which the input of resources by L.E.A.s greatly magnifies the provision, is, as my research shows, a strong and powerful argument for adopting staff development and training strategies which support volunteers in performing their roles efficiently and effectively. Volunteers have a doubly important part to play as they are not only a vital part of Community Education but the way into it and the point of contact with the participants. The involvement of volunteers can lead to Community Education both in the opening up of educational institutions to participants 'put off' by professional educators and by the institution providing an educational experience for the volunteer by performing roles in its management. Volunteers are the people from the community who are actively participating in Community Education; they are the means by which an institution reaches the community and shares with it its educational function initiative and response to need. An important role of volunteers is as a link or bridge between 'community' and 'education'. Volunteers can become the intelligence network who get the idea that something needs to be done, think that it can be done and work to get it done. It is the task of professional educators to advise on the educational means by which the expressed needs of the community can be met but the role of volunteers

in intelligence networks is vital in identifying needs and in giving information and advice as well as performing the particular role for which they have volunteered to serve.

A professional is perceived as someone who has been trained around a particular cluster of skills: is capable of operating without an overseer type of supervision: is deployed to meet a particular set of needs and problems: has attained a specific standard of functioning, is accredited by a particular body and is professionally accountable for his work. Volunteers may have a number of skills, but the primary gift that they bring to their task is humanity. They are essentially the Good Neighbour, the Representative of the Community. The more specialised their task the more they need to be informed about it, but people rightly recoil at the idea of the volunteer undergoing lengthy training. The volunteer is a suitable person to do the job and the preferred word is 'preparation' or 'orientation'. The professionals in education, as in other activities, have increased their 'professionalism' through more training and in doing so have 'distanced themselves' from the volunteers who work with them.

Paradoxically, many voluntary organisations are highly professionalised and rightly so because they offer a professional service to the public. Many national voluntary organisations, especially those in the field of Child Care, are as large as some statutory organisations and demand the same level of qualification. At the same time, many statutory organisations make use of volunteers. If a volunteer really has something unique to offer, then it is clear that the total process will be defective without it. In the early days of the Welfare State it was often assumed that volunteers

and voluntary organisations would wither away as the statutory services became omnicompetent. This has proved not to be so, and the volunteer has been rediscovered as the representative of the community who sits beside his neighbour even when professional help is given. People have a need to be in the best sense volunteers and stand in what the late Sir Richard Titmuss called a 'gift relationship' with other people. We become more fully human when we share in a helping relationship. We also become aware at a deeper level that helping relationships do not only run one way, and that there is an element of mutuality in all of them. This contrasts with an older view of helping people of which it was said that charity, like water, always flowed downhill!

Maggie Plouviez of the Volunteer Centre (Plouviez 1981) has identified roles of volunteers in L.E.A. Community Education as -

- (a) the acceptance role by which a school takes its first steps into Community Education by encouraging and accepting adults into the school to help in the education of its statutory age pupils. A school decides to accept the community's expressed willingness to help and consideration of the nature of the task and acceptability of the individual, although important, are seen as secondary to the aim of involvement of the community. This is a main contribution towards the corporate image of the school being an 'open' school that has good relationships with the community.
- (b) the selection role which is in some respects a contrast as the nature of the task and the intrinsic advantages of volunteers are paramount; a job needs to be done and the best person is a suitably qualified volunteer so recruitment

begins for someone to fill such needs as helping with the coffee bar.

(c) the representation role for such specified roles, appointed or elected, to be management committee member, representatives on user's committees or participation in other ways in management. They represent the community participation in the partnership of management and make decisions on the allocation of resources allotted to them by L.E.A.s.

(d) the partnership role which really embraces all the other roles and describes the relation all volunteers have with Community Education. It specifically denotes those volunteers who are the honorary officers, representatives, organisers and leaders of community groups both new and long established who regard Community Education as a resource and a visible manifestation of community involvement from which both they and the institution concerned take on added strength - the whole is greater than the sum of its parts. This concept becomes axiomatic in the total mobilisation efforts of a community for individual and social improvement. The 'partnership role' has the same characteristics as the 'acceptance role' - a virtual non-selectivity and a recognition of the educational value of community involvement. Community Education can only work through this involvement and partnership must be the word which sums up the role of volunteers and partnership must be the base of relationships with the professionals involved.

A recent ACACE Report 'Volunteers in Adult Education' (ACACE, 1983) focussed on three roles of volunteers -

(i) the educational role showed in their survey in November 1980 that 29,337 volunteers were involved acting as tutors for Adult Basic Education and some L.E.A.s also involved volunteers as tutors in vocational and general education. The Educational Centres Association also reported volunteer tutor activity in a number of specialist subjects where classes would otherwise not operate because of low student numbers. Volunteer tutors also work for voluntary bodies, usually as specialists in one skill or subject area, and provide tuition for members or for the public.

(iii) the management role in which many hours are spent by a large number of volunteers in committee work concerned with the provision of Community education by a large number and wide variety of organisations such as Pre-School Playgroups, the W.E.A., and the National Federation of Women's Institutes as well as L.E.A. management committees.

(iv) the support role in such activities as fund raising and maintenance of premises as well as staffing creches, serving refreshments and secretarial work. Such operational help by volunteers is often taken for granted as it is freely given and very often expected by the organisation.

The ACACE Survey of 82 L.E.A.s showed the distribution of the use of volunteers for various operational purposes for each authority as -

82 L.E.A.s		%
Serving on committees		64
Help with publicity		55
Help with enrolment		42
Programme planning		39
Fund raising		36
Serving refreshments		35
Preparation of teaching resources		34
Providing transport		31
Doing office work		31
Running a creche		27
Maintenance work		14
Help in library		12

It is interesting to note that less than half (39%) of L.E.A.s indicated that volunteers contributed to the programme planning.

The distribution of the use of volunteers in teaching adults showed that in almost every L.E.A. they were used as tutors for adult basic education, in over half as guest speakers in general adult education and a smaller number as group leaders.

The ACACE Survey found little information on guidelines and policies for the involvement of volunteers in adult education. Many organisations offered some training opportunities but few claimed to have a training policy. In a decentralised education system, where L.E.A.s can use discretion, it was concluded, there can be no national policy on volunteer training and practices vary greatly.

Among the very few examples of training opportunities for volunteers were -

1. termly workshops in Cambridgeshire for volunteers involved in Community Associations offering them training opportunities in connection with their involvement in the management of Community Education and a six week introductory course for potential volunteers.
2. comprehensive training provision for volunteers by the National Federation of Women's Institutes.
3. day schools to meet the training needs of volunteers serving the Workers Educational Association.
4. Adult Basic Education schemes which benefited and produced more committed volunteers from both pre-service and in-service training courses.

Volunteers do not benefit from the wide support networks available to professionals. Their interests are not represented by trade unions and professional associations. There is a need for support which can be met by training opportunities which do not have formal structures, specific objectives and learning within a limited time span. Much volunteer training can be encouraged and developed by professionals within the local units of organisation.

More volunteers are used by L.E.A.s in the representation role of serving on management committees than in any other activity but in this role L.E.A.s give very little support and do not have strategies for staff development and training. Participatory partnership is at the very heart of Community Education and attention will have to be given to this key issue by those L.E.A.s seeking to promote and develop Community Education. Some beginnings have been made in School Governor Training.

The Taylor Committee into School Governing summarised its views on the need for governor training by saying 'The introduction of participatory school government need not and should not be deferred until all the prospective participants have been trained. Nevertheless it will create a need for training in effective participation, not only for the parent and community governors but also for the local authority and teach members who will in future have a broader and more specific obligation to explain their aims and techniques to those who are not familiar with them'. (Taylor 1977). Some L.E.A.s provide courses and information about their role to governors but the extent and quality of the work varies considerably from authority to authority. The Taylor Committee saw merit in the suggestion that courses should be provided at national and local level through radio and television by the Open University.

In 1979 the Department of Education and Science implemented the Taylor Committee recommendation by funding a project proposed by Ron Glatter of the Open University to produce and disseminate a short course and then evaluate its use. Over 6,000 students enrolled for the course and over 1000 further sets of course materials were sold to L.E.A.s, training agencies and individuals. The course operated in two main modes - as a course for individual students and as a resource for group study. (George 1983). Such provision of support has considerable potential for L.E.A.s in staff development and training.

The National Association of Governors and Managers fosters training as one of its 'objects' and in 1982 carried out a survey of L.E.A.s and found that only about half provided any training at all. The N.A.G.M. are pressing

the Department of Education and Science for L.E.A.s to regard it as their duty to provide training and for voluntary bodies to supplement this training. N.A.G.M. themselves have produced some resources for training, have experience of organising courses and produced a training guide.

In Chapter 2 I suggested that Henry Morris's vision of Community Education is fundamentally flawed when based upon traditional educational institutions because they are closed mechanistic systems dominated by professionals. If a more open organic system for a new institute of life-long learning is to be developed in which people as participants define their own aspirations and needs for education and manage local educational resources then there needs to be a shift of emphasis in training provided by L.E.A.s towards the training of volunteers. The facts speak for themselves. An Institute of Life-long Learning for Community Education is totally dependant upon its part-time and voluntary staff in meeting the needs of its area of benefit. Some training is already provided for part-time staff but provision of staff development and training by L.E.A.s for voluntary staff needs a major change of policy and a re-allocation of resources. The numbers involved are considerable. In the Youth Service, for example, the most reliable estimate we have (Experience and Participation 1982) suggests there are in this country 31,500 paid part-time staff but 523,000 unpaid volunteers working with young people. In Adult Education there are 30,000 volunteers involved in Adult Basic Education alone (ACACE 1983). It has been said that every day a voluntary body is founded somewhere in this country and I have found

it impossible to obtain any reliable estimate of the numbers of volunteers who should be the focus of new staff developments and training initiatives in Community Education. The volunteers differ widely in their roles, the context in which they work and in the motivation, skills and experience they bring to the work and contribute in all types of provision. Most Community Education units of organisation rely entirely upon their efforts and often have been set up by them in the first place with little or no help.

The contribution made by volunteers is frequently given recognition at various levels and the importance of voluntary effort and self help in the partnership which provides education has long been understood in this country. Ministers of the Crown, especially of the present Government, frequently stress this important aspect and welcome any initiatives concerned with the need for a constructive development of a partnership between voluntarism on the one hand and state agencies and funding on the other following recent Adult Education and Youth Service reports (ACACE 1982, Thompson 1983). If the contribution made is considered so important then so should also be the support and training of volunteers in their important contribution to Community Education. And yet, while initial and in-service training of full-time staff have continued to develop at both local and national levels the sector of training involving the greatest numbers and providing the most important contributions is the most under resourced and least provided by those responsible. Why should this be the case particularly when, as I have shown in Chapter 6 there is a tension between professionalism and voluntarism which inhibits the development of Community Education?

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My survey of the ten Regional Advisory Councils for Further Education showed that there was negligible provision for training in Community Education by L.E.A.s and that training provided by L.E.A.s was intended to increase the professional competency of the full-time and part-time paid participants they employed in Adult Education and the Youth Service. While this steady professionalisation has been taking place L.E.A.s have continued to rely upon the major contribution made by volunteers for the existence and further development of the service they aimed to provide. It could be said that this was inevitable but it could also be that the complexity and variety of the issues involved have discouraged the generation of common principles on which to base developments in the training of volunteers and part-timers. A few developments have taken place but often the ringing phrases applauding their work and stressing their importance sound no more than worthy rhetoric when measured against the reality of the support and training they actually receive.

In the face of the growth in numbers of full-time professionals a key characteristic of the position of volunteers in their relative lack of status and influence and the training provided by L.E.A.s towards professionalism has emphasised this characteristic. The image of the full-time professional has increasingly become the model for practice in all forms of voluntary work. Partly responsible here is the increasing emphasis on the value of training. This has confronted the volunteer with conception of what they lack, who they should emulate and set them new goals which are bound up with the professional character type.

Butters (Realities of Training 1978) puts the issue of professionalism at the very heart of any explanation for the development of training for part-time and voluntary workers when he says, "in almost every conversation we had with part-time youth workers about their experiences of training we were told of a supervising worker, or field officer, or trainer who they held in high regard because they believed them to be a model to be emulated in practical work. These models were in many cases not regular youth workers at all yet somehow contrived to convey an image which figured in the trainee's imagination as a professional practice model".

Bolger and Scott (Starting from Strength 1984) suggest that some of the key features of the present training offered by L.E.A.s - courses leading to qualification; the relative under-development of on the job training, standardisation and moderation through regional schemes, and the withdrawal of voluntary organisations from participation in the training offered - can only be understood in the context of the professionalism issue. How has this come about? How appropriate is the image of the full-time professional as the basis for the training of part-time and voluntary non-professionals?

L.E.A.s began to develop their training schemes for the Youth Service following the Bessey Report of 1962 and for Adult Education a few years later. This was at a time of sustained economic growth and full employment - a period of prosperity and consensus. The alarm bells had yet to ring. The Albermarle Report had put the Youth Service 'on the map' and led to provision of many more buildings and more professionally trained workers were needed to staff them. This in turn generated a growing body of experience, expertise

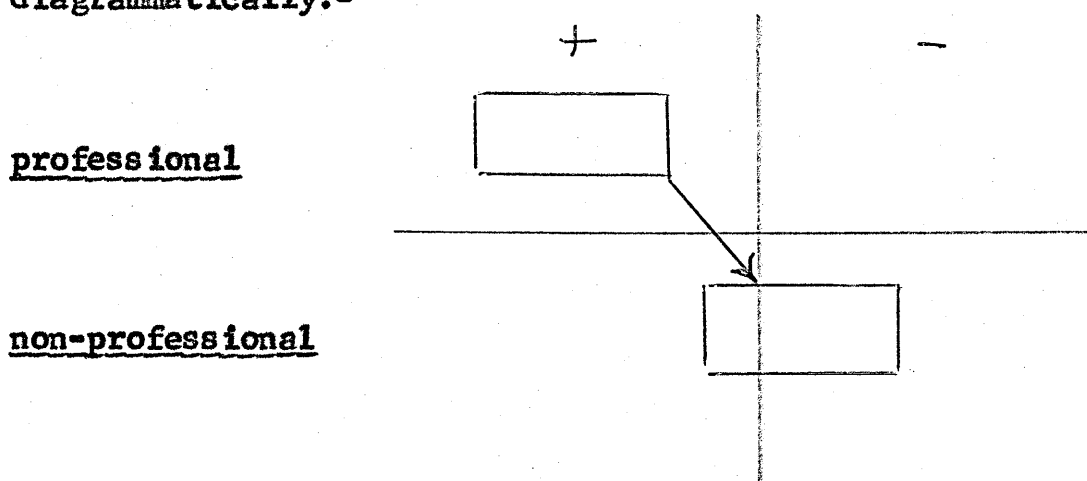
and literature with a growing awareness by the voluntary sector of the existence of the statutory sector. Developmental work which extended beyond traditional methods began to emerge as the Youth Service grew and its professionals developed with it their professionalism and sought parity of status and esteem of professionals. In this context the Bessey Report was able to recommend a 'common element approach' which assumed a high degree of consensus within and across the service about what it was trying to achieve. The prospects for growth and the clarity of professional direction encouraged L.E.A.s to make a positive response through qualifying courses. Professionalism was given a tremendous stimulus and voluntarism neglected!

The assumption underlying the common element and professional approach was that the worker was involved with people in a contemporary society and this led to studies centred upon the function of a worker, behaviour of people and society itself. Information on training courses was given by experts in these fields and there was over-emphasis on the growing knowledge being developed in these fields of sociology and social-psychology and a lack of emphasis on skill, awareness and situation. The situation described is largely a consequence of the particular stance advocated in the Bessey Report, 'We do not think it necessary to suggest courses of training to those who give valuable help . . . but do not share in the responsibilities of leadership'.

From the beginning the system of training developed by L.E.A.s was geared to providing 'high quality schemes' to promote 'professional skills and understanding' amongst

some of those who contributed on a part-time or voluntary basis. For the volunteer whose role was implicitly supplementary and subordinate the specialist professional skills were not seen to be needed. The Bessey Report initiated provision of training that was largely extraneous in intent and content to the practice of the large numbers of volunteers in Community Education.

Bolger and Scott suggest that this model of training initiated by the Bessey Report, can be represented diagrammatically:-



Didactic Model of Training

where the symbols along the horizontal axis represent the relative status of the professional and non-professional in the training process. They suggest that, in an exaggerated form, in this model of training which has developed the contribution of the professional is seen entirely positively whilst that of the non-professional is seen primarily in a negative way in terms of needs and deficits. The arrow represents the flow of training activity from the 'professional expert' to the part-time or volunteer

'learner'. Seen in this way training has promoted the image of the full-time professional as the model for part-time and voluntary workers from the start.

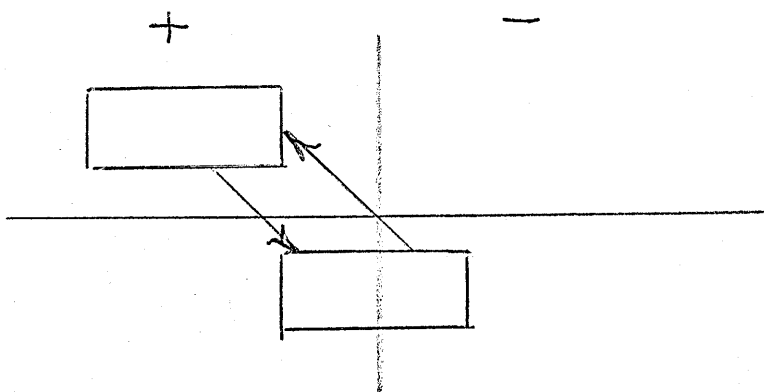
The notion that part-time and voluntary staff in Community Education should acquire specialist and professional knowledge still endures throughout L.E.A. training schemes and this affects any attempts at developing a participative partnership between the professionals and all those volunteers involved in the community defining its own educational aspirations and needs. The didactic approach and emphasis on professionalism in training has contributed to the tension between professionals and volunteers which I identified in my research and to the lack of training opportunities for the large number of volunteers. In the Youth Service the voluntary organisations withdrew from post-Bessey training developments for two main reasons. First, what was offered did not embrace the values, aims and objectives they held and secondly, long courses leading to qualifications were not seen as relevant by the voluntary staff and were not designed with them in mind.

The 'second Bessey' report (1966) did stress amongst other shrewd observations the need for part-timers and volunteers to 'understand the situations in which they work . . . to identify the decisions and actions they take, and to become increasingly conscious of their own personal resources and how to use them'. This prompted some attempt to move towards a more inductive model of training represented diagrammatically:-

professional

non-professional

Inductive Model of Training



The diagram illustrates the Inductive Model of Training. It features a horizontal line with a '+' sign above it on the left and a '-' sign above it on the right. A vertical line intersects this horizontal line. Two rectangular boxes are positioned on the vertical line: one above the horizontal line and one below it. An arrow points from the upper box down to the lower box, and another arrow points from the lower box up to the upper box, indicating a reciprocal relationship between the professional and non-professional levels.

Brunel Regional Training Consultative Unit has made a significant contribution towards this model. David Marsland who has been involved in the work of the Unit, has stressed (Marsland 1978) that professional training for voluntary and part-time workers is as necessary and feasible as in other people-work occupations such as social work. The model of training developed within the Unit however, although holding an implicitly positive conception of the professional's contribution, differs from the previous didactic model in so far as it is prepared to concede the need to ground training in the trainees 'concrete current experience'. This recognises the possibility that the non-professional has a solid contribution to make to the learning process. With the emphasis on professionalism however and most of the energy and resources for training directed towards a qualifying course it is likely that the training still centres upon the needs and deficits of the non-professional. The Brunel courses attempt to provide professional training for part-time workers and volunteers through an improved model of training which will be more relevant to their needs than that initiated by the Bessey Report but which is still based upon Marsland's assertion that the model requires 'leadership from a cadre of

professionals'. Such a high resource model of course-based work is appropriate for only a small number of part-time and voluntary workers. In their efforts to meet the training needs of a few, L.E.A.s have, even when developments like that of Brunel are recognised, developed professionally-oriented course based training programmes which are neither attractive nor relevant to the needs of the vast majority of staff in Community Education. The models used at present whether didactic (Bessey) or inductive (Brunel) rest on the pre-supposition of a positive notion towards professionalism and an essentially negative deficit view of the non-professional part-timer or volunteer.

A Panel to Promote the Continuing Development of Training for Part-time and Voluntary Youth and Community Workers set up by the Consultative Group on Youth Work Training (an umbrella group representing training interests) feels that:-

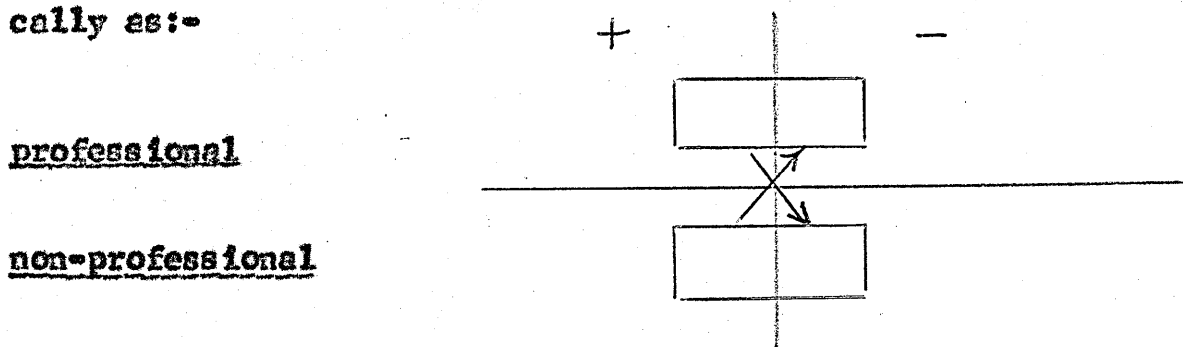
- (a) the professional models of training are not entirely helpful to the volunteer and part-timer, because of the ways in which they seem, consciously or not, to undervalue and even erode the knowledge and competencies which the non-professionals bring to their work;
- (b) whilst not denying the contribution of the professions in training, there was a real need to identify and articulate the strengths of volunteers and part-timers;
- (c) any approach to the potential of these adult 'people workers' needed to explore what was already known about adult education strategies and about how people learn;
- (d) a satisfactory approach to the continuing needs of the part-timers and volunteers might need to move beyond (but

not exclude) courses, and to embrace those forms of learning which maximise the contribution and involvement of those taking part.

Bolger and Scott describe a proposed model of training which starts with the strengths which part-timers and volunteers bring to their work and which they identify as:-

- (i) indigenous - the workers is close to the life-styles and pre-occupations of the community and share the same social and cultural circumstances
- (ii) experience - to be identified, discussed and selectively re-inforced through training and made useful in their work.

To build on these strengths the relative roles and contribution of professional and non-professional in the training process need to be radically altered towards a participative partnership in training model shown diagrammatically as:-



Participative Partnership Model of Training

In this model the professional is viewed for the first time in terms other than purely positive whilst the relative balance of contributions is at least potentially in favour of the non-professional particularly as the non-professional is able to complement the professional where deficiencies are evident. Such a re-orientation is realistic because it takes note of the flawed contributions of both professional and non-professional and seeks to

achieve a genuinely equal mix of involvement between participants less distinguishable as trainers and students and more nearly as mutual learners. (Bolger and Scott 1984).

The participative partnership model of training proposed by Bolger and Scott is an appropriate one to adopt for the staff development and training of volunteers and all involved in the management of local units of organisation for Community Education because it:-

- (i) starts with the strengths which part-time staff and volunteers bring to the task
- (ii) affords the opportunity to alter the relative roles and contributions of professionals and community participants in the training process
- (iii) allows the introduction of new styles of learning which embrace notions of mutual learning processes for mature students and negotiated learning contracts.

Such a model of training fits the training needs of volunteers in my research findings in Chapter 5 because it:-

- (a) recognises the importance of the role of volunteers and their need for training
- (b) shifts the focus of training from professionalism towards participation
- (c) addresses the issue of tension between the professionals and the community participants which inhibits the development of Community Education
- (d) has been developed from Youth Service training experience which was indicated in my research as a potential source of appropriate training.

In seeking appropriate training for the needs of volunteers identified in my research I have drawn largely upon research and recent trends in training of the Youth and Community Service. Adult Education training did not have the same stimulus as the Bessey Report and provision by the L.E.A.s has not been developed to the same extent. The same criticisms have however been levied at the developments which have taken place in Adult Education and training support is moving from a didactic approach in courses restricted to enhancing professional skills and subject knowledge towards recognition of the needs of volunteers. Konrad Elsdon (Elsdon 1975) an Adult Education H.M.I. with considerable experience of training for Adult Education says 'As adult education takes fuller part in co-operation with other and related agencies concerned with the education of adults (there are obvious links with social services, youth and community work, industrial training, planning, libraries and leisure development of every kind no less than with more formal activities in further and higher education) there is a growing need to consider training activities which are cross-disciplinary', and point out 'The W.E.A. and Educational Centres Association have always kept alive the notion that student members require skills and knowledge in order to take a responsible part. As education institution's develop an identity and life of their own, the member as a voluntary worker will become increasingly important in governing the institutions, helping to make its policies and controlling its finances, and in less formal tasks. Responsibility cannot be learned unless it is given, but neither can it be discharged until the necessary skills and

knowledge exist'. A recent ACACE Report (ACACE 1983) stresses that 'Flexible training provision should be available at local, regional and national levels to assist the development of volunteers in their work role. In-service training combined with support and counselling for volunteers is required and opportunities for self development should be encouraged. It is important that volunteers have regular contact with staff and other volunteers' and 'Where longer pre-service training is appropriate a practical approach is essential, since volunteers find it difficult to relate training to real experience. The research findings suggest that a short induction programme followed by regular in-service training is of more use to volunteers than longer initial training. It not only makes training more relevant, but also combines in-service training with continuing support for volunteers'. The ACACE Report on future development (ACACE 1982) stresses 'The importance of part-time staff, whether paid or unpaid, to the future development of continuing education cannot be under-estimated, and that importance requires serious attention to be given to preparing and supporting them in their educational work. It follows that some full-time staff will need to be given, and trained for, specific responsibility for staff training and development within institutions and L.E.A.s' In research into the training of part-time teachers (Daines et al 1982) 'There was a general awareness among trainers of the over-riding principle that a training course should be a model based upon sound adult education practice and that they themselves should practice what they preach' and 'There was, moreover,

a positive relationship between effective courses and the ability of trainers to apply to training key principles derived from their own practical adult education experience. The more significant of these would appear to be - the use of informal, co-operative methods which allow for maximum active participatory learning . . . '.

Note

Since undertaking this area of my research in 1982 and since the publication of the A.C.A.C.E. reports to which I refer there has been considerable development in the training of volunteers by e.g.

1. Pre-school Playgroups Association
2. Adult Literacy and Basic Skills Unit
3. Marriage Guidance
4. Community Education Development Centre
5. L.E.A./O.U. School Governor Training

Such developments support my hypothesis and indicate a growing recognition of the importance of the role of volunteers and their training needs.

Synthesis of my research findings with present trends and other relevant research

If in Community Education the focus is on people and how they as participants define their own aspirations and needs for education in a changing society then this has important implications for the roles of volunteers and their particular training needs. I found in my research:-

1. Community Education would not exist at its present level without its large numbers of volunteers, in a wide variety of roles, who at present are given inadequate recognition and negligible training to perform their roles.

This finding is supported by the ACACE Report 'Volunteers in Adult Education' (ACACE 1983), the recent Youth Service Report 'Experience and Participation' (Thompson 1982) and the Volunteer Centre (Plouviez 1981).

2. Community Education relies heavily upon volunteers to participate with others in the role of managing local units of organisation but little training is provided by L.E.A.s to meet needs expressed and interests shown by those involved.

The Taylor Committee (Taylor 1977) and the Open University (George 1983) findings for the training of Governors of Schools complement my research.

3. Community Education is inhibited in its development by the tension between 'professionalism' and 'community participation'. Diffusion of the concept takes place essentially through the efforts and initiatives of the professionals but development is inhibited by the tension

which comes from traditional perceptions of education held by both professionals and community participants.

Of the very few researchers in this 'field', Butters (1978) and Bolger and Scott (1984) have identified a similar problem in the development of the Youth Service.

4. Community Education in local organisational units requires a participative partnership for its management and logically it follows this should be supported by a participative partnership model of training.

Bolger and Scott (1984) have proposed such a model for the Youth Service.

5. Community Education is a process in which those involved have training needs appropriate to that process. Training should be based upon sound adult education practice but with a flexible approach which emphasises the process. New adult learning styles such as negotiated learning contracts could be introduced.

The recent ACACE Report (ACACE 1983) and the research of Daines (Daines et al 1982) support this.

(ii) Unit training for Institutes of Life-long Learning
The Holistic approach

In my research I have shown that in order to develop Community Education through institutes of life-long learning, based upon a participative partnership between professionals and all involved, L.E.A.s must move the emphasis of their training programmes from county organised qualifying courses of professional competence towards unit staff development and training based upon a participative partnership model of training which meets the needs of those involved. In the Oxclose case study it was seen that a close working relationship developed between the 'partners' in the unit of organisation who met together and discussed their objectives, the resources needed and how to achieve their objectives. From these discussions those involved in management of the local unit of organisation became a work group with the task of management and they identified their own training needs and how they could be met. This happened at Oxclose because the task of managing a new educational project in a new situation with new guidelines and new resources had to be done and those involved had to find a way of proceeding with the project. The holistic approach was adopted from simple necessity. No other Community Education projects had been established in such circumstances in that part of England and because of local government re-organisation in 1974 those responsible for the innovation were no longer involved in the project. A participative partnership model of management evolved into the beginnings of a participative partnership model of unit training. My research shows the need for development of this model to meet the needs of those involved in the management of organisational units for Community Education.

'The settings in which part-timers and volunteers work is the major site for their learning because

(a) we are persuaded that the model of learning most suitable to their context is one in which learning is derived from experience and from reflections upon that experience

(b) support at this level has been a consistent theme even demand among what part-timers have identified as being important - a need for personal supervision to enable them to make their contribution more effectively, the provision of the practical wherewithal to carry out their work and the provision of a framework of planning and preparation within which they can work'. This is one of the major recommendations of the N.Y.B. training panel. (Bolger and Scott, 1984).

Unit training is designed for the staff and those engaged in the management of a particular unit of organisation. It draws its content from the experience and practice of everyone involved. The advantages of this form of training are:-

1. in so far as the training is designed specially for a particular unit and relates to a complete work situation it may be more responsive to the actual needs of the part-timers and volunteers involved
2. it allows the experience of the training to be more directly governed by the needs and aspiration of those involved
3. it offers the opportunity for all involved in the management of a unit to train as a team.

The James Report (D.E.S. 1972) called for the in-service education and training of teachers to be moved into schools and for the responsibility to be placed upon teachers themselves. In the late 1970s the Schools Council adopted a development strategy in which it provided 'seeding' money to support local innovations. The result was a number of 'grass roots' projects based in schools in which the bulk of development work was done by the practitioners themselves. One such project was jointly sponsored and funded by the Schools Council and Avon L.E.A. An excellent handbook (Schools Council 1984) has been produced for secondary schools which has been described by Ray Bolam, Director, National Development Centre for School Management Training as 'the best produced for practitioners in the field and certainly deserves dissemination to other L.E.A.s and schools'. I hope a similar handbook is eventually produced for Institutes of Lifelong Learning but further examination of training and training processes within a unit is first required and a L.E.A. staff development policy formulated.

In Chapter 3 I concluded that a strategy is needed which shifts the emphasis of staff development and training towards a curriculum aimed at enabling the community to participate in the partnership, to define their own aspirations and needs and to manage educational responses within their community. Such staff development and training would embrace the organisational development needed in the development of Community Education. This broader concept

of staff development follows recent trends such as those shown by the INSTEP Panel which was established by the Department of Education and Science through the Consultative Group on Youth and Community Work Training. The Panel initially defined a staff development policy as 'an agreed procedure for the joint and continuing identification of the training needs of each individual member of staff and the systematic provision of training to meet them'. This definition was found too narrow as the main avenue of development is through the job itself and formal training has only a marginal effect. A broader definition describes a staff development policy as 'an agreed framework and procedure for the enhancement and enrichment of each individual member of staff through his personal development, through job development and through organisational development. Staff development is more than in-service training; nevertheless, training will always be an important element in any staff development policy (INSTEP 1980).

A staff development policy based upon unit training and embracing the personal development of participants (whether professionals, part-timers or volunteers), job development of the tasks to be done and organisational development of its methods and structures is what I am seeking for Community Education to meet needs identified in Chapter 3 of my research. Personal development is centred upon the person rather than the task being done and involves questions concerning personal growth, attitudes and awareness. This is now recognised as an integral part of staff development because job and personal development are hard to separate. This is particularly so in Community Education

where performance in the task depends so much on personal skills and attitudes. Help with personal development also improves job satisfaction and this is important to job development. To ignore personal development is to undermine job satisfaction. Job development is centred upon the job and the person doing the job and includes job analysis, job specifications and job descriptions as part of the process in which evaluation and appraisal also plays an important part. The basic question in job development is focussed upon how the task can be done more effectively. This can be assisted by the training of the person to do the job and consideration of the job itself. Organisational development is centred upon the methods and structures of the organisation. These are determined by its aims. Any changes in aims or objectives often call for changes in methods and sometimes in structures.

During my research I found examples of good practice and new directions in holistic approaches to unit staff development and training which embraced the personal development of participants, job development of the tasks to be done and organisational development of methods and structures. It is however beyond the scope of my research to become too involved in the details of curriculum design. I restrict my findings to giving some indications of new curriculum areas in response to the main areas of training needed. Further research is needed to design an appropriate curriculum in greater detail.

CHAPTER 8

TOWARDS A STRATEGY FOR THE DEVELOPMENT OF COMMUNITY EDUCATION THROUGH STAFF DEVELOPMENT AND TRAINING

(i) The educational and philosophical context of Community Education

Community Education, as indicated in Chapter 1, is not a new concept and has been pursued in various forms and to various extent in various countries over a long period of time. In Chapter 2 it was seen that Community Education had the five major characteristics of -

Continuing Education

Community Curriculum

Community Participation

Community Development

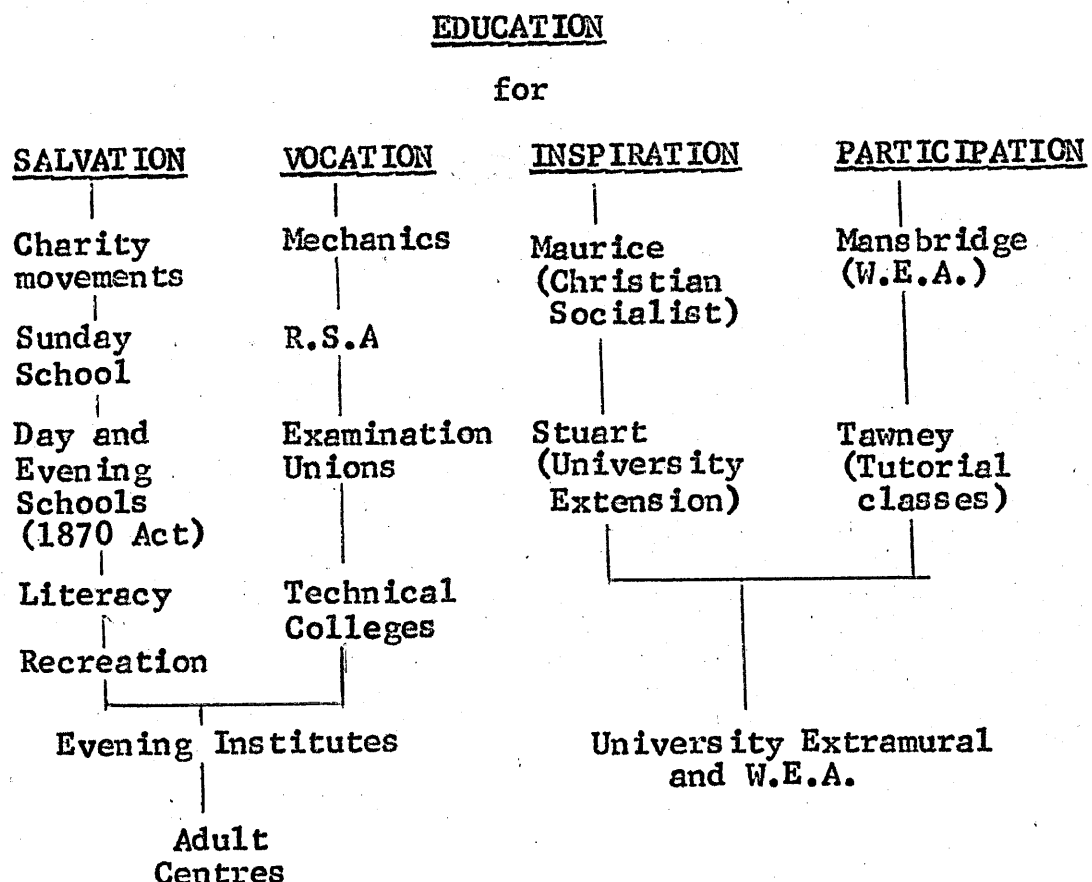
and Professional Diffusion.

The educational context of Community Education is located in its characteristic of Continuing Education which has developed as a concept from what was previously regarded as education.

'In the widest sense adult education is any kind of education for people who are old enough to work, vote, fight and marry and who have completed the cycle of continuous education commenced in childhood. They may want to make up for limited schooling, to pass examinations, to learn the basic skills of trades or professions or to master new working processes. They may turn to it because they want to understand themselves and their world better and to act in the light of their understanding, or they may go to classes for the pleasure they get from developing talents and skills - intellectual, aesthetic, physical or practical. They may not even 'go to

classes': they may find what they want from books or broadcasts or take guidance by post from a tutor they never meet. They may find education without a label by sharing in common pursuits with like-minded people'. (NIAE 1970).

This is the total concept of Adult Education or 'the education of adults' and covers the wide provision made by various agencies throughout the country, both statutory and voluntary. It is the result of development during the last two hundred years - in what Edward Hutchinson, as Secretary of the National Institute for Adult Education described as four main bands:



As a result of the way in which it has developed, Adult Education, means different things to different people.

'The aspiring teacher sees it as a road to professional

advancement. The middle-class think of university extra mural classes and the W.E.A. To the semi-professional and the ambitious skilled worker it suggests technical colleges and certificates. The lower middle classes talk about the 'class at the institute' and the so called working classes dismiss the whole things as being 'not for the likes of us', overwhelmed by feelings of social and educational inferiority'.

Local Education Authority provision for Adult Education has largely developed from the Report of the Adult Education Committee of 1919 in what was described as 'probably the most important single contribution ever made to the literature of adult education'. The report was full of promise, but its authors and the statutory central and local authorities proved not to be the best of bedfellows. Indeed, quite marked hostility was shown to 'the ivory tower committee members' who expressed a passionate belief in non-vocational liberal education. The statutory authorities, supported by the captains of industry, though interested in non-vocational work, gave vocational education high priority for it was seen to be 'activity which helps a man to take a fitting pride in the quality and quantity of the work he does to earn a good living'. Non-vocational education was all right, but a man must eat first. Since then, whenever economic chill winds begin to blow, the same sentiment is expressed. In 1969 as in 1919 non-vocational adult education was not seen to be the 'permanent national necessity' the 1919 Committee talked about. With noteworthy exceptions, L.E.A.s have always regarded this aspect of their provision as an educational frill towards the cost of which the consumer is expected to contribute directly.

The big event offering hope for the development of adult education was, of course, the 1944 Education Act. Section 41 laid down the general duties of L.E.A.s with respect to further education. Every authority was required to secure the provision for their areas of adequate facilities for further education, full-time or part-time, and 'for leisure-time occupation in such organised cultural training and recreative activities as are suited to their requirements, for any persons over compulsory school age who are able and willing to profit by the facilities provided for that purpose'. This duty was qualified by section 42 which required authorities to submit schemes for further education. L.E.A.s were not empowered or required to act outside these schemes once approved. The war ended, then, on a rather similar note to that of 1918. Once again education was seen as the road to a better life. Once again ideas for reconstruction and development were as plentiful as money was short.

By 1951, however, the calls for economies were becoming monotonous. L.E.A.s were asked to distinguish in their provision for further education between young people and adults and between vocational and non-vocational classes. In the late fifties and the sixties there was considerable discussion about all aspects of education, no doubt stimulated by the increasing amount of money now being found for this social service. Money was still tight but there was a more general awareness of the importance of education. By 1969 even the Defence Estimate was exceeded by the Education Vote, making education the nation's most expensive service. But it cannot be said that adult education benefited significantly.

Towards the close of the 60's the Russell Committee was appointed to examine the purpose and structure of non-vocational adult education. The Secretary of State for Education thought a 'new definition of its role in a changing society' was needed. The Russell Report was published in December, 1972 and gave 'A Specification of Needs for Adult Education' related to:

- a) equality of opportunity for every individual to participate in education through life
- b) individual personal development
- c) the place of the individual in society

The report stressed that the specification of needs which had emerged was of crucial importance for the health of our society and the quality of life of individual citizens and was not concerned with the mere garnishing of leisure hours but with the full personal development of men and women in circumstances that are often inimical to creativity and independence of mind.

The onset of present financial stringency and local government re-organisation followed publication of the Russell Report and, a policy vacuum and cuts in the service by some local authorities resulted.

In 1977 the Secretary of State for Education and Science set up the Advisory Council for Adult and Continuing Education and in January 1982 the Council, under its Chairman, Richard Hoggart, produced a report on the future development of a system of continuing education for adults called 'Continuing Education : From Policies to Practice'. From its beginning the Council has been determined to keep two main areas at the centre of its work: the adult education services as they are conventionally and rather narrowly construed, and the potential

for a very much more broadly conceived system of continuing education for adults to which the whole of the post-school education sector would actively contribute. The 1982 Report is concerned with the second area (the development of the wider potential continuing education system) and uses the phrase 'adult general education' to signify all the varied educational opportunities offered to adults by local education authorities in 'cultural, physical, basic, social and civic education which have hitherto been negatively classified, and consequently often stigmatised, as non-vocational education'. 'Provision for adult general education must be comprehensive by offering a wide range of educational opportunities, general as well as vocational, so that each contributes in different ways to the greater adaptability of the population.' 'Provision must also be systematic by being based on an analysis of the needs of different sections of the population in the light of economic and social priorities.' 'The main aim must be to equip the adult population to play an active and constructive part in the process of economic and social change.' (ACACE 1982).

Adult education has developed into continuing education which is one of the five characteristics of Community Education. Continuing education as a concept, as we have seen above, has a broader educational context than adult education and is closer to Community Education in having in some degree the same characteristics of community curriculum and community development. The roots of these characteristics lie in the paternalistic, philanthropic and religious adult education movements of the nineteenth century aimed towards education for salvation and vocation which exercised social control of the 'masses of people'. The distinguishing characteristics

Community Education, Community Participation and Professional Diffusion, which make it a process in which the focus is upon people and how they as participants determine their own needs and aspiration for education in a changing society lie in the liberal, self-help and mutual aid ideas of nineteenth century adult education movements in education for inspiration and participation. If L.E.A.s support the development of Community Education then they are seeking to change the emphasis from education for salvation and vocation which has developed through provision of day schools, evening centres and technical colleges towards education for inspiration and participation which is as yet not developed to any extent other than by the W.E.A. and university extra-mural departments as indicated by Hutchinson.

The institutes of lifelong learning I have proposed would provide for everyone in the community, education for salvation, vocation, inspiration and participation historically developed from nineteenth century adult education movements. As Community Education organisational units they would place greater emphasis on education for inspiration and participation. This would be achieved through a participative partnership model of organisational structure and a supporting participative partnership model of staff development and training as proposed in Chapter 3.

Such a change in emphasis requires transformation of perspectives of education and its philosophical basis of those involved in its management. Harry Rée, editor of C.E.D.C. (Coventry) 'Network' in the February, 1984 issue suggests 'It seems at last to be percolating the national consciousness that the transformed world we are even

now entering is going to require a very different system of education from the one we have been using for the past 150 years' and draws attention to the fact that 'Henry Morris, forseeing our future, gave us not only a vision but pointed a way out of the social and moral crisis in which we find ourselves' by offering the community a huge extension of education which 'meant an extension of the opportunities it offered, opportunities to pursue the good life, opportunities to develop gifts, to explore interests, to contribute socially, materially and politically to the local community or to the wider society. Thus the wageless and the retired, the often forgotten minorities as well as the mainstream and perhaps affluent majority would find themselves in a multi-faceted institution where each individual would feel themselves significant, both in their own eyes and in the eyes of society. At the same time through democratic control of the institution a certain cohesiveness would be attained'.

John Tomlinson, C.E.O. Cheshire, has his keynote address to the Community Education Association Conference reported in the June 1984 issue of 'Network' in which he says that the time is already ripe for educational reform and 'education is about providing high differentiation in the matrix of fraternity. Here the school becomes a permeable building where significant adults share with teachers the educating of the next generation. The community - its people, environment and history, become a vital instrument in the education of the young'. Tomlinson admitted that in the long run anarchy, seen in its proper sense, is the

ultimate goal, when each recognises their responsibility as a contributing and co-operating member of a free society.

David Hargreaves reflects on School and Community in an article which first appeared in 'Network' (June and July 1984) and which is to be published in the spring of 1985 in *The Changing Government of Education* ed. by Stuart Ranson and John Tomlinson. In this article Hargreaves says that 'centralisation is deeply inimical to the principles of community education and to community control of educational institutions' and 'the community education movement does, I believe have an implicit and unacknowledged political philosophy on which it can potentially draw: it is anarchist. Anarchism is not within the vocabulary of most British people the term anarchy is still used as a synonym for chaos or disorder. Our European neighbours are more familiar with the political philosophy of anarchism. Contrary to the popular stereotype, anarchism is committed to principles which command much support in contemporary Britain: first a massive decentralisation programme and second a belief in fraternity, or the capacity of people to co-operate for the common good through voluntary associations. These are evidently close to the principles of community education and the notion of community control of educational institutions'. Hargreaves concludes his article by suggesting 'The anarchist and community educator share the conviction that the urge to self management and the drive to mutual aid are inherent in human nature under favourable conditions' and 'For the anarchist, then, present trends in the government of community education, which are more

participatory than in other sectors, are but a temporary stage in the movement from a formal, governed top down system towards a network of informal bottom up de-professionalised voluntary organisations, by which education is no longer a means of shaping the character of clients in the interests of those in power, but rather a liberating experience that meets personal needs, generates individual autonomy and facilitates social co-operation.

Perceptions of education are gradually changing from those of a traditional closed mechanistic system towards one which is open and organic but the change needed is so significant and the task so great that the change appears slow, fragmented and spasmodic. The open organic system based upon a partnership of participation in the institute of lifelong learning as the organisational unit is a process based upon assumptions, value and beliefs shared by anarchists and community educators. The assumptions include:-

1. people are capable of rational behaviour,
2. significant behaviour is behaviour which is learned through interaction,
3. people are capable of creating or shaping much of their own environment.

The values and beliefs which provide focus for these assumptions include:

1. people have the right to participate in decisions which affect their lives and a participating democracy is the superior method of conducting community affairs
2. people have a right to strive to create the environment they desire and reject an externally imposed environment
3. maximising human interaction in a community will increase the potential for human development and implicit within this process is an ever widening concept of 'community'.

4. motivation is created in human being by association within the environment - Community Education is concerned with developing the ability of human beings to meet and deal with their environment. (Nance 1975).

Operationalising these values and beliefs through staff development and training of the large number of volunteers involved in the management of each organisational unit is essential if the required changes in perceptions of education are to develop universally. The findings of my research which focus upon the tension between professional diffusion of the concept and community participation in the process are most significant to the development of Community Education.

Arnstein (1971) developed a topology of citizen participation which lists eight areas of involvement divided into three general categories of participation:-

Eight rungs on the ladder of citizen participation

8.	Citizen control	}	<u>Degrees of</u> <u>citizen power</u> (federal approach?)
7.	Delegated powers		
6.	Partnership		
5.	Placation	}	<u>Degrees of</u> <u>tokenism</u>
4.	Consultation		
3.	Information		
2.	Therapy	}	<u>Non participation</u>
1.	Manipulation		

This model suggests that citizen control is the ultimate in participation. My research suggests that formation of a true partnership between the professionals and the community should be the participative goal for an Institute of lifelong learning. A more appropriate model for units of organisation in Community Education is a collaborative one based upon a federal approach where decision making power is shared between L.E.A., professional educators and the community. The Participative Partnership Model of Training proposed in Chapter 7 is consistent with such a model. My research in the development of Community Education suggests that the important characteristic of concept development by professional diffusion should not be neglected in staff development and training but supported and linked through a participative partnership with a new L.E.A. strategy for part-timers and volunteers. In seeking a participative partnership between 'the professionals' and 'the community' I stop short of anarchism as an extreme form of community involvement and control in view of the other characteristics of Community Education identified in my research. Staff development and training should be directed towards supporting this participative partnership within the unit of organisation. In moving from a traditional closed mechanistic system towards a new open organic system in an institute of lifelong learning I am not advocating a move from one extreme to the other. The professionals are a major resource in Community Education which must be used effectively in developing a strategy for its further development. This can be achieved through a true partnership in management of the unit which is supported by staff development and training within the unit.

The findings of my research are particularly significant to the development of Community Education as they focus upon the tension between professional diffusion of the concept and community participation in the process. My research has identified training needs for those involved which will assist the transformation in perceptions of education towards a participative partnership model in the management of institutes of lifelong learning which I have proposed as local units of organisation for Community Education. The traditional educational institutions are fundamentally flawed as institutes of lifelong learning because they are closed mechanistic systems and an open organic system is required. My research indicates the extent of the gap between the vision of Henry Morris for a new educational system and the educational system in practice today. The changes needed are of such a magnitude that an open organic system is a long way from being achieved in reality. I propose the change be assisted by L.E.A.s wishing to promote Community Education adopting a strategy which

- (a) provides, as a change agent, a participative partnership model of staff development and training for all involved in management of local organisational units and
- (b) provides, as a change catalyst, a participative partnership model structure for local organisational units.

(iii) Design principles for a L.E.A. strategy and initial responses in Oxfordshire

Conclusions from my research findings The aim of my research has not been to investigate the development of Community Education on a historical or philosophical basis but to clarify its complexity, give understanding to what is happening and find how the process might be assisted. I have attempted the synthesis of my findings into a prescriptive definition of Community Education for the benefit of practitioners in L.E.A.s seeking to promote the development of Community Education.

Trends in the development of Community Education have not previously been identified or explained. Rather than attempt to determine in quantitative terms what is a new and little understood development I decided to identify its characteristics and clarify what is happening. It is a first mapping of a social phenomenon that is of sufficient recent origin that it has not been charted elsewhere. Explorers in a new territory are often unable to see what is before their eyes because they attempt to frame and name what they see in the new terrain by using concepts that had their origins in a different terrain. I found, after considerable frustration and unproductive use of resources that it made little sense to investigate uncharted educational territory using concepts drawn from educational territory which was well charted. I turned to the territory of organisational management to establish the inter-relationship between the characteristics of the new territory.

A new start was made, proceeding from the basic working proposition that Community Education was the process by which

perceptions of education in the old territory were being transformed into perceptions of education in the new territory. The development of Community Education was in the midst of a quiet revolution of paradigms - a major transformation in the set of assumptions, purposes, norms, values, procedures and structures that together shape the practice of education.

All in Community Education are potentially both learners and resource people. Gloster (1981) writing about research in continuing education at Numawading in Australia suggests that, where this is so, the relationship is symmetrical, co-operative mediated through common learning challenges. The teaching paradigm of traditional closed mechanistic systems then becomes the learning paradigm of a new open organic system and its major characteristics of an emerging learning paradigm and distinguished it from the teaching paradigm. Gloster (1981) developed these into an open organic system learning paradigm distinguished from a closed mechanistic teaching paradigm in preparation for the 1980 Annual Conference of the Australian Association of Adult Education to be held at Hawkesbury. As the Hawkesbury event approached Gloster felt that while he had made significant advance on the Herbst-Crombie analysis his open organic learning paradigm still missed the core qualities of the educational process itself. He, therefore, sought the assistance of Fred Emery of the Research School of Social Sciences, Australian National University. Emery (1974) and his wife had both conducted pioneering work in creating the conditions conducive for people to get together and participatively re-design their work place organisations and both were interested in extending this to the democratization of learning settings. Emery at Hawkesbury exposed the

epistemological assumptions commonly made about how people learn and explored the basic blockages that prevent those practising the traditional closed mechanistic system teaching paradigm from seeing the open organic system learning paradigm let alone journeying towards it! Emery drew attention to the bureaucratic design principle endemic in our society today - in the workplace, the church, the family, the school, the university, the social club and many other settings and suggested that a traditional closed mechanistic system teaching paradigm by implicitly accepting the bureaucratic or asymmetrical form of social organisation largely blocks off the possibility of the participative or symmetrical form of social organisation in the new open organic system paradigm of learning paradigm.

In my research I similarly found my basic working proposition that Community Education was the process by which perceptions of education in the traditional closed mechanistic system were being transformed into perceptions of education in the new open organic system and that this was blocked. By using the framework of organisational management questions formulated in Chapter 3 I was able to examine the major blocking points and budding points for transforming perceptions of education from one paradigm to the other. In the Sutton Centre case study I found the major block lay in the same implicit acceptance of the bureaucratic form of social organisation in relationships between the school and the community it served as Emery suggested at Hawkesbury. At Oxclose School I found evidence of major budding points in the transformation of perceptions between professionalism and participation which I had identified as a major blocking point. I found a means of easing the tension lay in the major budding points

of a participative partnership organisational structure together with a participative partnership model of staff development and training for all involved in its management. These major budding points are the design principles on which my further research was based and they come through my findings as the design principles in a L.E.A. strategy for the development of Community Education.

Further lines of research to be explored are:-

- (a) the reasons for the development of Community Education in our changing society
- (b) the specific educational functions that are being provided through the new open organic system learning paradigm
- (c) the specific nature of the new learning approaches and social/organisational structures being developed
- (d) the convergences and divergences between the two educational paradigms and reasons for them.

My research findings were that Community Education -

1. would not exist at its present level without its large numbers of volunteers in a wide variety of roles, who at present are given inadequate recognition and negligible training to perform their roles.
2. relies heavily upon volunteers to participate with others in the role of managing local units of organisation but little training is provided by L.E.A.s to meet needs expressed and interest shown by those involved
3. is inhibited in its development by the tension between 'professionalism' and 'community participation'. Diffusion of the concept takes place essentially through efforts and initiatives of the professionals but development is inhibited by the tension which comes from traditional perceptions of

- education held by both professionals and community participants
4. in local organisational units requires a participative partnership for its management and this should be supported by a participative partnership model of training
 5. is a process in which those involved have training needs appropriate to that process. Training should be based upon sound adult education practice but with a flexible approach which emphasises the process. New adult learning styles such as negotiated learning contracts could be introduced.
 6. training provision by L.E.A.s is appropriately structured by a holistic approach through unit training with all involved in management of the unit regarded as the work group and having responsibility for their own training. Unit training embraces staff development through personal development, job development and organisational development
 7. training should include provision of training in the task of management in which the work group studies its own group and network of groups and recognises the intrinsic difference between adults and young people as learners
 8. is dependant upon human relationships and identified needs in this particular area of training can be met through group-work studies and interrelationship among the determinants of group effectiveness
 9. has a second particular area of need for training in communication through the process of evaluation in the management task
 10. training needs to pay attention to training those involved in the participative partnership how to gather information and order priorities when assessing needs within their community

From these findings come the two major design principles I have used for a L.E.A. strategy for the development of Community Education

- (i) provision of a participative partnership organisational structure for local organisational units as a change catalyst
- (ii) provision of a participative partnership model of staff development and training as a change agent.

Initial responses in Oxfordshire

Gloster (1981) has shown how Emery at the Hawkesbury Conference in Australia provided the stimulus to break the impasse of the basic blockage that prevents those practising the traditional teaching paradigm from seeing the new learning paradigm by exposing the assumptions commonly made about how people learn - epistemological assumptions. When, in 1981, I became an adviser for Oxfordshire I realised that the Chief Education Officer was very supportive towards exposing similar assumptions in the education system in Oxfordshire and would welcome initiatives and stimulus for change provided this could be achieved without new resources and new policy decisions by the L.E.A. In this context I began to support and introduce the strategy design principles which were beginning to emerge from my research.

(i) The provision of a participative partnership organisational structure

I wrote a paper (see Appendix D) called 'Institutes of Lifelong Learning - Leadership and Democracy for Community Education' which I circulated widely in the county and published in the C.E.D.C. monthly newspaper 'Network'. This resulted in invitations to speak at meetings of other advisers and governing bodies of schools. I was not invited to discuss my paper at meetings of teachers or headteachers. The Chief Education Officer appointed seven new headteachers of secondary schools in eighteen months who previously held posts in other parts of the country as deputy headteachers in community schools and colleges. I sent each a copy of my paper and began discussing with headteachers in the North Oxfordshire area of the county the implications of a federal approach in the participative partnership of structure in

local organisational units for Community Education. The number of headteachers interested and wishing to initiate Community Education developments in their community grew from the small number of new appointments made (diffusion of the concept) to the present situation where almost every secondary school headteacher and many primary school headteachers in the area are moving towards initiatives incorporating the design principles of the strategy. The tension between professionalism and participation I identified in my research is present in varying degree in each potential organisational unit and this causes differences in the extent to which a participative partnership organisational structure has developed. At present in Oxfordshire this has resulted in a confused pattern of structural provision in the constitutions of the organisational units for Community Education.

Independently of my initiatives came a move towards giving greater devolved powers to schools in the management of their resources through a pilot scheme in six schools for virement between budgets controlled by the governing body. I supported this move by asking each school to examine the implications for extending the scheme further to embrace developments towards the participative partnership of institutes of lifelong learning. This has so far met with a limited response drawing attention to the need for more resources.

Together with my two Community Education Adviser colleagues I then drew up a paper (see Appendix E) which indicated some directions 'Towards Continuing Education/Lifelong Learning' in which we drew attention to basic assumptions lying behind the notion of lifelong learning, suggested strategies and tactics and gave policy implications for the

developments. This paper is the basis for a report currently being prepared from the discussions of a Task Group established by the Chief Education Officer and comprising an officer, three advisers, a secondary school headteacher, a college principal and a primary school headteacher. Their task is 'with reference to community schools to identify policy objectives in community education over the next 5 to 10 years and to make recommendations for achieving them'. It is interesting to note that although the secondary headteacher and college principal are members of the task group because they are sympathetic towards Community Education in the discussions they resist moves towards a participative partnership structure and seek to retain professionalism and some characteristics of the traditional mechanistic system.

A further development is the establishment of the Oxfordshire Partnership in Education which is a group of teachers, heads, parents, advisers, social workers and others who are charting what is taking place in Oxfordshire in the field of involving parents and members of the community in enhancing the education of children, particularly outside the classroom and in the home and identifying resource needs for this development.

A growing part of the strategy in Oxfordshire is to use secondments of teachers for action research projects in the home - school liaison area and link these with work towards Community Education developments. Additional resources have also been obtained through the D.E.S. National Learning Initiative aimed at 14 - 16 year olds in schools to appoint eight Community Liaison Teachers for a three year period.

(ii) The provision of a participative partnership model of staff development and training

In 1982 when the county were considering a staff development and training policy for full-time professional staff in Community Education I wrote a short paper, (see Appendix F), on 'Staff development for all those who participate in providing Community Education in a part-time or voluntary capacity' which showed the need for the research into their training needs I was about to conduct and asked that we review policy and practice of the L.E.A. The result, (see Appendix G), was that after further discussion a participative partnership model of unit review and evaluation was built into the policy and procedures of staff development and training of full-time staff and the role of the professional as a facilitator of learning was emphasised. There has now followed some changes in emphasis of staff development and training away from county courses based upon professional training in Community Education and towards unit training of all involved in the process. Each area of the county has been allocated part of the Community Education training budget for this purpose. The County Youth Service Training Officer post has become Community Education Training Officer and two new Senior Youth Worker posts have been created through re-organisation within existing resources. Both the Community Education Training Officer and the Senior Youth Worker posts have staff development, unit training, and review evaluation within local organisational units as an important part of their job description. Full-time Community Education staff and the staff of schools and colleges

in Oxfordshire are increasingly seconded to community schools and colleges development projects based upon participative partnership models of sponsorship and support for staff. Flexible unit based arrangements for secondment are being made, for example, between the L.E.A., Oxford Polytechnic and the Community Education Development Centre.

A recent initiative has resulted in Community Education advisers joining with school and further education advisers in determining their own training needs and negotiating their own learning during four separate training weeks in a six month period with two main objectives. First to improve their own competence as trainers of teachers in those areas concerned with the processes of interaction between adults and between young people. Second to become, from 1985 onward a better resource for each others work in leading local and school based training courses which are outside the usual curriculum fields. The emphasis is intended to be on process and changing attitudes rather than content and the group expects to focus upon teamwork, negotiating, counselling and guidance, dialogue and tutoring skills.

By the end of the first week the training group had all subscribed to the production of a group statement of intent - 'We recognise the need to develop human potential, believing in the importance of every individual. Much potential is never realised. We are concerned to increase people's capacity to listen, to learn, to make reasonable decisions, to care, to love, in short to live and work together in a sense of fulfilment. This also means encouraging a wider definition of success not only in academic learning but also in terms of creativity and such attributes as care, courage

and concern. In this way we believe people may achieve a greater awareness of themselves and others, a warmer self-esteem and the capacity to take a firm hold on their own lives. There is, therefore, a need for change in our education system and in the concepts and attitudes of those involved which would help lessen divisions within and between institutions and their community. The changed system would recognise new educational approaches enabling personal development and re-definition of ways and priorities of learning, helping people make a more effective contribution to the processes of change in society'. I have quoted the whole of the statement of intent produced by the training group of L.E.A. advisers to show how they are responding in the L.E.A. strategy for change in Oxfordshire. The L.E.A. advisers through their own training group are experiencing the process of Community Education in a participative partnership model, their curriculum and methods used are the same as identified in my research and they are potentially a significant contribution to the change agent in the L.E.A. strategy.

I have had a unique opportunity to participate in the development of Community Education in its early stages in Oxfordshire and at the same time conduct my research and influence the development by the extension of my research findings into design principles which were introduced into an L.E.A. strategy. The initial responses from both the professionals and the community participants are encouraging and I am pursuing further implementation of the strategy with interest and enthusiasm. My hypothesis was substantially correct and my action research is now affecting the development

of Community Education in Oxfordshire through the staff development and training of those involved in the management of local organisational units. I am convinced that unit training is the most appropriate model of staff development and training for the development of Community Education through an Institute of Lifelong Learning as the open organic system of education because -

(a) learning can be derived from the experience of participants in the training group and their reflections upon that experience. Training of this nature is relevant to the immediate needs of part-timers and volunteers in management of their task and in the achievement of objectives identified in my research.

(b) learning can concurrently be concerned with personal development, job development and organisational development and tension minimised between professionalism and participation.

(c) perceptions of education can be changed with resulting changes in behavioural responses which will remove some of the inhibitions to the development of Community Education identified in my research.

(d) the Work Group as a training group has many advantages when the training is for a task which involves a network of overlapping groups and their human relationships and the training process itself is an important learning process in building a 'management team'.

(e) the change agent curriculum and the change catalyst structure of unit training are 'mirrors' of curriculum and structure required in Community Education.

(f) initial responses to the design principles proposed are encouraging and they can be developed with present policy and resources of the L.E.A.

GLOSSARY

G L O S S A R Y

ACACE	Advisory Council for Adult and Continuing Education
ACC	Association of County Councils
ACST	Advisory Committee on the Supply and Training of Teachers
C.E.O.	Chief Education Officer
Community	The people within a geographical area, equating in size to the catchment area of a secondary school, whose educational needs are being met
Community Association	A voluntary association of people within a community to provide activities of common interest to its members
Community Curriculum	A programme of activities and events determined by members of the community
Community Development	Development which assists the community to organise and structure itself for the benefit of individual people within it and the community in general
Community Participation	Participation by members of the community in decision making
Community Partnership	Partnership between groups/agencies in the community and other decision making bodies e.g. local education authority

Continuing Education	Education as a continual process throughout life without breaks or barriers
C.E.A.	Community Education Association
CEDC	Community Education Development Centre
D.E.S.	Department of Education and Science
Devolved power	Power in decision making given from a higher power to a lower power e.g. from a county council to a local committee
Dual-use	Facilities used for two purposes e.g. a hall used for school assembly and for adult games of badminton
E.P.A.	Educational Priority Area
H.M.I.	Her Majesty's Inspectorate
INSTEP	In-service Training and Education Panel (Youth Service)
L.E.A.	Local Education Authority
Macro Level	At a national/regional level
M.B.O.	Management by Objectives
Micro Level	At a unit/L.E.A. level
N.A.G.M.	National Association of Governors and Managers
N.I.A.C.E.	National Institute of Adult and Continuing Education (previously N.I.A.E)
N.I.A.E.	National Institute of Adult Education
O.U.	Open University

Process	The responses of the people involved during an activity
Product	The result of activity - the outcome or end result
Professional Diffusion	Spreading of knowledge/practice of concepts through communication between professionals
Professionals	Full time employees of L.E.A. or other educational agencies who have a professional training qualification
S.S.R.C.	Social Science Research Council
W.E.A.	Workers Educational Association

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The Minutes of Meetings at Burford and Chipping Norton and of West Oxfordshire District Youth Committee referred to in this thesis, together with related correspondence, are filed at the Area Community Education Office, 11 West Bar, Banbury, Oxon.

APPENDICES

**1981 CENSUS OF TEN REGIONAL ADVISORY COUNCILS FOR FURTHER
EDUCATION PROVISION OF TRAINING COURSES FOR PART-TIME TUTORS**

<u>Area</u>	Information received upon L.E.A. training schemes for:-		
	Adult Educ.	Youth Service	Community Educ.
EAST ANGLIAN	Yes	No	No
LONDON AND HOME COUNTIES	Yes	Yes	No
SOUTHERN	Yes	Yes	No
SOUTH-WEST	No	No	No
WEST MIDLANDS	Yes	No	No
WELSH	Yes	No	No
NORTHERN	Yes	Yes	No
EAST MIDLANDS	Yes	Yes	No
NORTH-WEST	Yes	No	No
YORKSHIRE AND HUMBERSIDE	Yes	Yes	No

Community Schools and Colleges studies for research
of characteristics of Community Education

1. Wyndham Community School, Egremont, Cumbria
2. Abraham Moss Centre, Manchester
3. Sutton Centre, Sutton-in-Ashfield, Nottinghamshire
4. Sydney Stringer Community School, Coventry
5. Ilfracombe Community College, Devon
6. Oxclose Community School, Tyne and Wear
7. Sawtry Village College, Cambridgeshire
8. Ivanhoe Community College, Leicestershire

Oxfordshire County Council



Macclesfield House
Oxford OX1 1NA
Telephone - Direct line (0865) 815273
Switchboard (0865) 722422

T. R. P. Brighouse, M.A.
Chief Education Officer

My reference

Your reference

Please ask for

Date *March 1983*

Dear

North Oxfordshire Area Community Education
Survey

It is recognised that a key factor in the development of Community Education in Oxfordshire lies in the quality and amount of effort put into the work by a large number of part-time staff and volunteers who serve on committees and carry out a wide variety of other tasks in each club, centre or college. County Council policy gives considerable local autonomy and control to clubs, centres and colleges to make their own decisions about Community Education responses to local needs. It is felt that a higher priority should now be given to the training and development needs of part-time and voluntary staff in order that they can function more effectively and receive adequate help and support from the County Council in their valuable work.

This is a new development and one in which there is very little knowledge or experience among professional workers in Community Education. We are therefore seeking to gain information from those involved in North Oxfordshire by inviting a selected number of people to complete a short questionnaire. The results of the survey will be compiled by computer and will be used to determine the ways in which training, help and support is given to part-time staff and volunteers in the work of our clubs, centres and colleges. Information given by each individual will be regarded as confidential. We hope that you will spend a few minutes thinking about your answers and then place your completed questionnaire in the envelope provided and return it to not later than Friday, 22nd April 1983.

Thank you very much for helping us in this way. A better Community Education Service is our aim.

Yours faithfully,

Archer A. Ringrose

Area Adviser for Community Education

OXFORDSHIRE COUNTY COUNCIL
NORTH AREA COMMUNITY EDUCATION SURVEY

Questionnaire

Form A - Part-time and Voluntary Staff

Number _____ Centre _____

Please tick the box next to your answer for all questions.

Ref. No.

1. What is your present involvement in Community Education?
(Tick none, one or more boxes)

part-time youth leader	<input type="checkbox"/>	1
part-time adult tutor	<input type="checkbox"/>	2
voluntary helper	<input type="checkbox"/>	3
committee member	<input type="checkbox"/>	4

2. How long have you been involved in Community Education?
(Tick one box only)

less than 2 years	<input type="checkbox"/>	5
2 to 5 years	<input type="checkbox"/>	6
5 to 10 years	<input type="checkbox"/>	7
more than 10 years	<input type="checkbox"/>	8

3. Have you attended any of the following training courses?
(Tick none, one or more boxes)

full-time teacher training course	<input type="checkbox"/>	9
County youth leader training course	<input type="checkbox"/>	10
County adult training course	<input type="checkbox"/>	11
None	<input type="checkbox"/>	12

4. How long is it since you undertook training?
(Tick one box only)

less than 2 years	<input type="checkbox"/>	13
2 to 5 years	<input type="checkbox"/>	14
5 to 10 years	<input type="checkbox"/>	15
more than 10 years	<input type="checkbox"/>	16

5. Are you normally able to attend meetings of any kind during:-
(Tick none, one or more boxes)

evenings midweek	<input type="checkbox"/>	17
daytime midweek	<input type="checkbox"/>	18
daytime Saturdays	<input type="checkbox"/>	19
daytime Sundays	<input type="checkbox"/>	20
residential weekend	<input type="checkbox"/>	21
not at all	<input type="checkbox"/>	22

6. How old are you?
(Tick one box only)

less than 25 years	<input type="checkbox"/>	23
25 to 39 years	<input type="checkbox"/>	24
40 to retirement	<input type="checkbox"/>	25
retired	<input type="checkbox"/>	26

7. Are you a man? ☐
 " woman ☐
 (Tick one box only)

		27
		28

8. What value would you give to the following statements of why you are interested or involved in Community Education:-
 (Tick one column on each line for your answer)

	Low	Medium	High	
a) Desire to help others	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	29
b) Skill or experience in the activity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	30
c) Time to spare	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	31
d) Meet other people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	32
e) Support something worth doing	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	33
f) Like teaching or organising	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	34
g) Persuaded by other people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	35
h) Enjoy the challenge	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	36
i) The pay is useful/it would be nice to be paid	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	37

Please state any other reason _____

38

9. Place the following Community Education aims in order of importance 1 to 5 (put numbers in the boxes) Ref. No.

- | | | |
|--|--------------------------|----|
| a) To provide learning opportunities from the cradle
to the grave? | <input type="checkbox"/> | 39 |
| b) To help people understand society and their role in it? | <input type="checkbox"/> | 40 |
| c) To involve the members of a community in making decisions
which affect them? | <input type="checkbox"/> | 41 |
| d) To make each community a better place in which to live? | <input type="checkbox"/> | 42 |
| e) To be basically concerned with personal development of every
individual | <input type="checkbox"/> | 43 |

State any other aim which you think is important _____

44

10. Clubs/Centres/Colleges operate within overall county guidelines but are able to determine their own priorities and allocate their own resources. How does yours function?

(Tick one box on each line for your answer)

Yes No

Do you

- | | | | |
|--|--------------------------|--------------------------|----|
| a) know what it is trying to do? | <input type="checkbox"/> | <input type="checkbox"/> | 45 |
| b) feel part of what is done? | <input type="checkbox"/> | <input type="checkbox"/> | 46 |
| c) have sufficient information about what it does? | <input type="checkbox"/> | <input type="checkbox"/> | 47 |
| d) leave others to make the decisions? | <input type="checkbox"/> | <input type="checkbox"/> | 48 |
| e) obtain satisfaction from what it does? | <input type="checkbox"/> | <input type="checkbox"/> | 49 |
| f) receive the leadership and help required to play your part? | <input type="checkbox"/> | <input type="checkbox"/> | 50 |
| g) have your views considered on what should be done | <input type="checkbox"/> | <input type="checkbox"/> | 51 |

State any other view on how your Club/Centre/College operates _____

52

11. Place in order of importance 1 - 7 the following factors which you consider hinder the development of Community Education:

(Put numbers in boxes)

- | | | |
|--|--------------------------|----|
| a) Conflicting interests of those involved | <input type="checkbox"/> | 53 |
| b) Most people are not interested | <input type="checkbox"/> | 54 |
| c) We are not clear what we are doing | <input type="checkbox"/> | 55 |
| d) Limited finances and resources | <input type="checkbox"/> | 56 |
| e) Poor leadership/management | <input type="checkbox"/> | 57 |
| f) Inadequate/restricted use of premises | <input type="checkbox"/> | 58 |
| g) Limited publicity/marketing of what we do | <input type="checkbox"/> | 59 |

State any other factors which you consider hinder the development of Community education _____

60

12. Clubs/Centres/Colleges function well when the part-time and voluntary staff work as effective members of a team in providing Community Education which meets the needs of the local community. How important would more knowledge and skill in the following topics be in making you more effective as a team member?

(Tick one column on each line for your answer)

- | | Not
Important | Important | Very
Important | |
|--|--------------------------|--------------------------|--------------------------|----|
| a) making decisions and choices | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 61 |
| b) communications between people | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 62 |
| c) counselling and advising people
with a problem | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 63 |
| d) working with groups of people | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 64 |
| e) assessing needs in a community | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 65 |
| f) setting objectives of what to do | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 66 |
| g) evaluation of what has been done | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 67 |
| h) human relationships and the way
people behave | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 68 |
| i) policies and priorities | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | 69 |

State any other topic about which you feel more knowledge and skill would make you more effective as a team member _____

70

INSTITUTES FOR LIFELONG LEARNINGLeadership and Democracy for Community Education in Oxfordshire

In Oxfordshire (and I suspect in other local authorities as well) an emerging problem in the overall development of community education is the tension between the professionally led development and the community democratically organising its own curriculum and resources. Communities need the valuable leadership and thrust from professional educational establishments but the community regards them as being too building based, dictatorial and paternalistic. The community on the other hand has enormous potential resources as an "educating force" but is in itself a term of confused definition and complex structure defying organisation. Community education in Oxfordshire has moved a considerable way towards the tenet that the closer to the point of implementation a decision is made the more that decision is likely to be the right one for these particular circumstances. Devolved powers have been given to local community education committees and the management committees of adult centres and youth centres. With a development of "community schools and colleges" has now come a need to examine the balance between "community" and "education" in new organisational structures.

Professionals and non-professionals in education, brought together nationally by the Community Education Association, state that in community education "the focus is on people and how they as participants define their own aspirations and needs for education in a rapidly changing society". If this is our *raison d'être* in community education we should seek an effective partnership between the potential of community participation as a democratic "educating force" and the necessary leadership and thrust from professional educational establishments.

Our aim in community education is to extend educational opportunities for the early years of life to education as a continuous process for personal development throughout life. The prime objective is for "lifelong learning" to be available from "cradle to grave" to everyone in the community. To effectively achieve this objective each community needs cohesion from a democratic organisational structure where authority is derived from the community and issues made precise in evaluating needs, determining objectives and managing resources. Community schools and colleges have developed from traditional mechanistic systems of organisation and there are many examples of multi-professional and inter-agency approaches with participation by the community in management committees and user groups. The power of the professional educator in management of the curriculum and resources is, however, jealously guarded and educational establishments are some way from being the open organic systems necessary for community education. Local management committees with devolved powers have potential as "educating forces" but have limited resources and inadequate training and leadership in their management role. A structure in each

community supporting an effective partnership between "community" and "education" is needed to assist the development of community education and encourage inter-agency co-operation as well as the relationship between voluntary and statutory organisations.

The unit of the organisational "umbrella" structure needed should be based upon identifiable community areas which will differ in composition throughout the local education authority area and be reflected in the constitution of the unit. The organisational unit would seek to embrace all the "educational forces" of each community area in a "federal" approach to achieving the objectives of community education - an approach which has been pioneered in both urban and rural areas in this country. What should we call these units? "School", "college" and "education" labels turn away many potential participants as a consequence of their experience of traditional mechanistic systems of education and the name given should indicate a more open organic system which encourages participants to define their own aspirations and needs for education. The name should be one which will avoid barriers between existing educational provision in the community and support the development of potential "educating forces". The term for the unit might be "institute" and as the prime objectives is "lifelong learning" for everyone each community could have an "institute for lifelong learning".

The basic ingredient of such a recipe for the development of community education is participation in partnership within the local community. There has to be a "groundswell of opinion" and the "will to do it" in each community which is balanced by a helpful and supportive local authority response which devolves responsibility for curriculum, manpower, premises and finances to the umbrella unit of organisation. Oxfordshire County Council have already agreed to an experimental pilot scheme for schools to have a greater measure of devolved responsibility for manpower and financial resources. There is also in existence a "Share an Oxfordshire School" policy which, although restricted under present economic circumstances, is intended to encourage community use of school buildings and playing fields. Local management committees of adult centres and youth centres with devolved powers have experience and skill in Adult Education and the Youth and Community Service which will provide the focus for a "groundswell of opinion" and the "will to do it" for such a development. Further extension is centred upon the issue "who decides?" and the balance between "community" and "education" in any participative partnership of an "institute for lifelong learning".

An "institute for lifelong learning" brings together professionals and non-professionals in education and enables them to focus on people and how they as participants define their own aspirations and needs for education in a rapidly changing society. Such an institute is an attainable challenge for community education in Oxfordshire but is a very different organisation to those now in existence. The objectives are different, the clients are different, it is run differently and decisions are made differently. These differences necessitate careful consideration of constitution, finances, evaluation and staff development and training within the unit.

*To democratic "community participation" possible
in partnership with "professional leadership" to provide
"lifelong learning" for everyone and if so how do we get
the right structure and balance with community schools?*

Arthur A. Ringrose

Jan 1984.

Towards Continuing Education/Life Long LearningSome Directions

The fact that there is significant movement towards at least community schools within the county leads us to suggest not solutions or set policies but directions that seem to us to be useful at this particular stage of development.

Basic Assumptions There seems to be some agreement stemming in many cases from a number of statements from Tim Brighouse, about some basic assumptions lying behind the notion of life long learning. Among these are

A) That life long learning is a 'seamless garment'. That is to say that it is to do with the educational needs of people from birth to death. Thus, institutional divisions between various parts of the educational service are at best artificial and often unproductive. It is also true that the divisions between the educator and the learner are also artificial and that at all stages we are all both learner and educator. It is further the case that to hold that people learn what is necessary in some kind of package by the age of 18 is nonsense. Life long learning is precisely what it says with no clearly defined beginning, middle or end, but with many beginnings and many ends.

B) The second assumption follows in the sense that if the present divisions within education are artificial, a new vision must include the idea of continuing education being a partnership between all those involved. It can no longer be decided by some for others or done by some to others. It must imply the possibility and enabling of all of us to speak our educational needs and to manage together the resources to meet as many of those needs as possible. Merely to change curricula to provide more opportunities, easier access to learning, while good in itself is not enough. Not to take seriously people's right and potential ability to know what they want and, in the end to manage it for themselves in partnership with others, ultimately leaves the education service precisely where it is at the moment. A provision by some to others. The inadequacy of this is plain to see.

C) The third assumption is that we have not achieved these fundamental goals of continuing education; but that there is a process which involves managing change, enabling community and individual development which has to be gone through as quickly and as skilfully as we know how, which will, we believe, achieve this goal. There is no way, however, that we can get round that process. Any attempt to do this leads either to the sense that nothing can be changed or achieved, or that the educators know best and can provide the change. This also, of course, ends up as nothing changed and little achieved. "It's only by making people think that education matters that freedom and liberty can be defended" - William Temple.

These assumptions lead to a number of strategies and tactics that we believe should be being pursued at the present time.

I) We should devolve power and resources as low as possible involving as many who will be affected by the decision or making direct use of the resources as possible. This strategy should be adopted both at a county level and, indeed, at a school or area level. Thus, any local structure should include

a) A federal approach in co-ordinating the management of all educational resources in the local area for education purposes. In many places the local area will correspond to the catchment area of the secondary school.

b) At this stage Community Education Management Committees should retain their executive function over the Community Education resources of the area. There should be a developing relationship of advice and dialogue between this committee and the governing bodies of local schools and relevant voluntary agencies in the area.

c) Other than legal requirements of:-

- i) having O.C.C. representation
- ii) accounts open to audit by O.C.C.
- iii) being subject to O.C.C. policy and practice, the Committee shall have considerable local autonomy in the management of its resources in response to need and by evaluation of its task. Its constitution as a committee should be determined by local consultation and discussion between secondary schools, primary schools, adult centres, youth centres, voluntary organisations, parish/district councils and other community groups in the area.

d) It is hoped that Community Education Management Committees will enable working groups to develop particular areas of work, e.g. school/community links, special group needs/curriculum development i.e. Thompson, ACACE etc. etc.

Future development would lead to a strengthening of the federal approach in which the overall educational needs of an area could be looked at.

II) Developing skills in 'process' in the development of continuing education.

'Process' implies the truth in the words of the song "It's not what you do it's the way that you do it" that counts. Expanding this concept means that if partnership is to happen

- a) the process of involving people is crucial.
- b) This process will require of people that they become active in their own learning and development,
- c) that people become more aware, or conscious of the issues that surround them and the forces that shape their lives,
- d) that people evaluate and use their own experiences as learning material,
- e) that people become more active in working interdependently to create an environment or opportunities that are wished for,
- f) that people become more skilful and confident in exercising power and authority in shaping what is available.

The managing of process requires educators to exercise enabling skills. Among these skills

- i) helping dialogue to take place between people and groups
- ii) organising structures and managing boundaries so that this active involvement happens

- iii) supporting people in having the confidence to take responsibility and increase personal power over their own development
- iv) asking simple questions which address people's attention to evaluation and to action.

Questions which work to the sequence

- a) What is the nature of the situation/need/issue?
- b) Why is that the case?
- c) What can we do about it (what strategies for action)?
i.e. problem posing - reflection - action.

All this has far reaching implications for County policy which should in no way control development but unlock doors and encourage evaluation and quality.

Among these implications

a) A redefinition of training to be in line with the basic assumption of continuing education. Training will be part of the 'process' described above and along these lines be part of the in-service education of teachers. Also the crucial important development of unit training.

b) Access to and control of premises and facilities. This includes:

- i) Caretaking
- ii) Restriction of present policy
- iii) Virement of schools finance
- iv) Joint appointments: flexibility of staffing appointments.

OXFORDSHIRE COUNTY COUNCILCOMMUNITY EDUCATION SERVICESTAFF DEVELOPMENT FOR ALL THOSE WHO PARTICIPATE IN PROVIDING COMMUNITY EDUCATION IN A PART-TIME OR VOLUNTARY CAPACITY.

There are changes taking place in the field of education and many of them affect the Community Education Service. How far have we come in Oxfordshire since the integrated and re-structured Community Education Service came into being? What are the implications of current trends such as:-

- i) increased leisure time needs/growth in unemployment?
- ii) changes in school curriculum and the school day/developing links between schools and the community they serve?
- iii) developing power, decision making and financial control to local communities?
- iv) the need to maximise the use of local resources by each community/economic constraints on resources?

A key factor in all this lies in the quality and amount of voluntary effort of those who participate in providing Community Education and how they respond to the changes and demands upon them in seeking to achieve the aims of the Service. We have recently initiated a staff development policy for full-time staff. This is a very important move forward for key staff but we must as a matter of priority look now at the staff development and training needs of the large number of other people who participate in providing Community Education in a part-time or voluntary capacity.

Many obstacles to providing the present integrated service arise because of limited training and outlook of those involved and their lack of knowledge of our aims and how to achieve them. As more changes take place this situation will get worse unless we do something about it. I feel it is both desirable and necessary for the County Council to give high priority to organising a staff development and training programme with elements common to all part-time and voluntary participants involved in providing the Community Education Service - including members of committees, part-time organisers/part-time tutors/part-time leaders and voluntary helpers. We are increasingly dependent upon them and resources used in this way would be one of the best investments we can make.

What is needed in the staff development and training programme? Let us ask those involved by conducting a questionnaire survey in North Oxfordshire. I am willing to conduct the survey with the support and backing of colleagues. By the time the survey findings are known we will hopefully be well on the way to implementing our staff development policy for full-time staff and then address ourselves to the staff development and training needs of the part-time and voluntary participants in providing the future Community Education Service.

It is essential that in the near future we review our policy and practice in relation to the staff development and training needs of part-time and voluntary participants to provide a coherent service.

Arthur A. Ringrose.

Area Adviser for Community Education
(North Oxon)

October 1982

OXFORDSHIRE COUNTY COUNCIL

COMMUNITY EDUCATION

STAFF DEVELOPMENT POLICY

2nd DRAFT- APRIL 1983

PROCEDURE FOR REVIEW AND EVALUATION.

1. THE APPRAISAL

- (a) Individual to select the format through which to discuss work.
Examples of possible choices:-

Job description
Recordings spanning several months
Question headings prepared by individual
Existing questionnaires, e.g. T.R.P. Brighthouse's
Self-evaluation, the original appraisal
questionnaire (see appendix).

- (b) Meeting to be arranged with at least one month's notice at a time convenient to both people involved. They should agree the chosen format before the meeting.
- (c) The Review and Evaluation should be supportive critical and developmental. For further details see background paper D1.
- (d) Training interests/needs and job description changes to be negotiated and agreed together with written agreement about any action that arises out of this appraisal time.
- (e) Some time should be given by both parties to consider whether or not the Review and Evaluation had been effective and useful.

2. UNIT APPRAISAL

- (i) To take place biennially (probably spring or early summer).
Small working group to be set up from the appropriate committee including Chairman, full-time workers, Adviser to attend ex-officio to plan and initiate.
- (ii) This small group to determine areas on which they will focus in particular and to obtain, select and co-ordinate material from user groups and from their own reflections and analysis. This material to include a "dipstick" into local non-users inviting suggestions and comments on what is available.
- (iii) Small working group to present report to full Committee and to the LEA. It should include a summary of strengths of the unit's work as perceived through the evaluation and a summary of areas which might be developed or changed. Decisions would be taken at this point with regard to feasibility of action.

3. Self Evaluation with a peer group

Structures and guidelines for these groups is outlined in the background paper Appendix D (ii), paragraph 4.

Interviews and Participant Observations -
Research Instrument

A Framework of key points used.

1. Who are the clients of the professional/management committee

- which sections of the community take part in the organisations activities and which are excluded?
- why?

2. What are the objectives of the professional/management committee?

- are they congruent with the characteristics of Community Education and policy of the L.E.A.?
- how would staff development and training at unit level help to achieve the objectives?

3. Who decides what happens - professional/management committee?

- is the focus on people and how they as participants define their aspirations and needs?
- what inhibits the development of the unit of organisation.

4. What happens - curriculum?

- does the organisation function effectively in achieving its objectives?
- what development has taken place towards the broad concept of Community Education and why?

Questionnaire Survey - Cross-tabulation Analyses

A. Jobs (table 1) x Training (table 6)

	N = 62	13	21	36
	adult	youth	vol.	committee
	tutors	leaders	helpers	members
full-time teacher	35	4	2	11
county youth leader	0	12	4	2
county adult tutor	21	0	0	1
untrained	8	0	14	24

B. Jobs (table 1) x Aims (table 9)

	N = 62	13	21	36
	adult	youth	vol.	committee
	tutors	leaders	helpers	members
learning opportunities	14	3	6	5
understanding society	4	5	5	3
involvement in				
decision making	5	1	1	4
making community a				
better place	12	2	4	11
personal development	19	6	2	12

C Jobs (table 1) x Involvement (table 10)

	N = 62	13	21	36
	adult	youth	vol.	committee
	tutors	leaders	helpers	members
helping others	48	12	17	20
skills offered	44	4	6	13
time to spare	7	2	2	1
meet others	26	8	14	7
worth doing	45	12	18	29
teach/organise	50	9	7	13
persuaded	4	0	1	4
challenge	36	12	13	12
pay	34	1	7	3

D. Jobs (table 1) x How run (table 11)

	N = 62 adult tutors	13 youth leaders	21 vol. helpers	36 committee members
knowledge of objectives	54	15	17	33
feel part of	52	16	20	28
knowledge of curric.	43	11	19	28
decisions left to others	41	3	8	9
job satisfaction	54	16	18	29
support	61	12	22	28
views considered	55	11	17	33

E. Jobs (table 1) x Hindrances (table 13)

	N = 62 adult tutors	13 youth leaders	21 vol. helpers	36 committee members
conflicting interests	8	0	4	6
lack of interest	9	6	4	6
lack of objectives	1	4	0	4
limited resources	23	9	3	11
poor management	4	2	6	2
inadequate premises	3	0	1	2
poor marketing	7	1	3	2

F. Jobs (table 1) x Training needs (table 15)

	N = 62 adult tutors	13 youth leaders	21 vol. helpers	36 committee members
decision making	14	7	7	9
communication	40	13	19	22
counselling	18	12	16	12
groupwork	22	5	10	8
assess needs	33	7	10	23
objective setting	26	5	6	14
evaluation	24	4	1	15
relationships	33	9	13	15
policy making	15	2	4	10